SELECTIONS

FROM THE

REC[illegible] OF THE GOVERNMENT OF [illegible]A,

HOME DEPARTMENT.

No. CCCCXLV.

HOME DEPARTMENT SERIAL No. 33.

PAPERS

REGARDING THE

QUESTION OF THE ABOLITION OF FEES IN PRIMARY SCHOOLS.

Published by Authority.

CALCUTTA
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CONTENTS.

From H. H. Risley, Esq., C.S.I., C.I.E., Secretary to the Government of India, Home Department, to the Secretary to the Government of Madras, Educational Department, to the Secretary to the Government of Bombay, Educational Department, to the Secretary to the Government of Bengal, General (Education) Department, to the Secretary to the Government of the United Provinces, Education Department, to the Secretary to the Government of the Punjab, Home (Education) Department, to the Secretary to the Government of Burma, Education Department, to the Chief Secretary to the Government of Eastern Bengal and Assam, to the Honourable the Chief Commissioner of the Central Provinces, to the Honourable the Agent to the Governor General and Chief Commissioner, North-West Frontier Province, nos. 881—889, dated the 22nd November 1906.

The Government of India have had under consideration the question of the abolition of fees in all primary schools which are either under public management or in receipt of grants from public funds, and they desire to be furnished with the views of local Governments upon the subject. I am therefore directed to invite a full expression of

the Governor in Council's
His Honour the Lieutenant-Governor's
your

opinion upon the policy of such a measure, the means of carrying it out, and its cost. I am at the same time to explain the way in which the Governor General in Council as at present advised views the matter.

2. The abolition of fees in primary schools may be regarded both as a form of relief to certain classes of the community akin to the reduction of taxation, and as an educational measure intended to remove an obstacle to the spread of primary education. Viewed as a form of relief, it will at the outset principally affect the lower middle classes and the better-to-do cultivators, but it will as time goes on extend more and more to the poorer classes. It will also at first affect principally those provinces where education on a fee-paying basis is most widely diffused, but as the standard of school attendance becomes more uniform throughout India its benefits will be more generally felt.

3. The policy of charging fees in primary schools in India rests upon paragraph 54 of the despatch of 1854, which is as follows:—

> "It has been found by experience, in this and other countries, that not only is an entirely gratuitous education valued far less by those who receive it than one for which some payment, however small, is made, but that the payment induces a more regular attendance and greater exertion on the part of the pupils; and for this reason as well as because school fees themselves, insignificant as they may be in each individual instance, will in the aggregate, when applied to the support of a better class of masters, become of very considerable importance, we desire that grants-in-aid shall, as a general principle, be made to such schools only (with the exception of normal schools) as require some fee, however small, from their scholars."

The argument which is here drawn from experience in England and other countries must now be abandoned in face of the fact that, whatever weight may once have attached to the considerations mentioned, fees have since been abolished in primary schools both in England and in an overwhelming majority of civilised countries. It was in accordance with the ancient practice of India that payments in cash or kind should be made by the pupils of schools in which arithmetic and reading and writing in the vernacular or the court language were taught; but it has always been opposed to Indian tradition to charge a fee in Sanskrit schools. Both the history of the transmission of Brahmanic learning and the practice of the Buddhist schools of Burma afford striking exceptions to the proposition that the people are unable to appreciate teaching that is not bought and sold but freely given. When Government first took in hand the encouragement of vernacular education in India there was, as the early reports show, a tendency on the part of the populace to suspect its motives, and it is possible that the charge of a fee may have helped to counteract these suspicions. But the Governor General in Council believes that the necessity for maintaining this safeguard against misunderstanding has long ago disappeared.

4. The Education Commission of 1882-83 also advocated (paragraph 194) the charging of fees so far as might be consistent with the spread of education, their view being based upon (*a*) the financial argument as to the insufficiency of the available funds if fees were withdrawn, and (*b*) a reference to the broader grounds of justice to the numerous rate-payers of Northern India, who, though they contribute to the cess, are not supplied with a public primary school. The latter argument loses its force as soon as primary education is brought within reach of all.

5. With respect to the financial reasons urged in the despatch of 1854 and by the Education Commission, the Governor General in Council apprehends that the case may be stated thus. If the Government of India have never declared that universal primary education is the end in view, yet the whole spirit of their declarations has been in

favour of the fullest possible provision of primary schools. To insist upon the permanent retention of fees is manifestly incompatible not only with universal school attendance, but with anything that approaches to it. They would therefore desire to abolish fees as soon as the finances of the country permit Government to increase the funds available for primary education to such an extent as to counteract the loss of income, which would thereby fall upon the schools. The Governor General in Council hopes that this time has now arrived, but he desires to examine the question in the light of the replies to the inquiries made in this letter regarding the cost of the scheme.

6. The schools in which the abolition of fees is contemplated are primary and middle vernacular schools for boys and for girls, whether managed by Government, by Municipal and local bodies, or by private persons with the aid of grants from public funds. This definition of the scope of the measure demands some explanation—

(a) It is not intended to include the primary departments of secondary schools. The practice in respect of the division between primary and secondary education throughout India is not uniform. In Bombay the secondary schools have no primary departments, and all pupils begin their studies in the primary vernacular schools, whereas in other provinces the secondary schools are commonly found to possess primary departments, and it is usual for a child who intends to proceed to the secondary stage to begin in the primary department of a secondary school, though it is also open to him to begin in a vernacular primary school and proceed thence to a secondary school. It may be that some of these primary departments are separately situated and are under separate management, but if they are by their curriculum distinguished from the ordinary vernacular primary school and are preparatory to the secondary school course, they should for the present purpose be reckoned as part of the secondary school system and fees should be charged as at present. If on the other hand they are indistinguishable from the ordinary vernacular schools and are in practice open to all who desire a merely vernacular education they should be reckoned as primary schools, and should be free. I am to inquire whether this principle commends itself to the Governor in Council / His Honour the Lieutenant-Governor / you and whether its application to the Madras Presidency / Bombay Presidency, etc. presents any special difficulties.

(b) It is not intended to propose the abolition of fees in primary schools for Europeans. It appears to the Government of India that the need for such a measure, whether for the relief of parents or for the spared of education is not established, and that it would be very much more difficult in European than in vernacular schools to maintain the distinction between primary schools and primary departments of secondary schools.

(c) It is proposed to abolish fees in middle vernacular schools, although these are at present included in the statistical returns under the heading of secondary schools. The Government of India have examined the history of this classification (which does not exist in Bombay) and have come to the conclusion that it cannot be reconciled with the purpose for which these schools were founded and which they still fulfil. They are confirmed in this opinion by observing that the Government of Madras, as the result of independent consideration, have also decided in future to class these schools as elementary. The history of the middle vernacular schools, which dates from a despatch of the Court of Directors of 3rd October 1849, clearly shows that they are an integral part of the machinery for the primary education of the masses through the medium of the vernacular, and that they are as a rule superior village schools established usually at important rural centres, entirely distinct from the system of Anglo-vernacular education leading to the Universities. They provide six or in some places seven standards above the infant class; their lower standards are identical with those of upper primary vernacular schools; their medium of instruction is everywhere the vernacular; and they teach no English except in Madras where the teaching of English is permitted to find a place in primary schools (*vide* resolution of the Government of India of 11th March 1904, paragraph 26). They provide in fact the best primary vernacular education that is given in the country, and they serve to keep up the standard of the primary schools in the neighbourhood besides supplying the normal schools with students to be trained as primary teachers. The Government of India regret to notice from Mr. Nathan's quinquennial Review (paragraphs 312 and 410) that during the period there dealt with the middle vernacular schools failed to hold their own in respect of attendance, and they consider that if these schools were penalised by being required to charge a fee while fees are abolished in the other

primary schools, they would be placed at a great disadvantage. The subject of amending their classification in the statistical returns will be taken up separately hereafter; for the present the existing practice should be observed.

To sum up the remarks in this paragraph, the measure which the Government of India have under consideration is the abolition of fees in those public vernacular schools which have seven standards (or less) above the infant class, and which are under the management of Government, municipal or local bodies or are in receipt of grants-in-aid. It will be applicable to all pupils in these schools without distinction. It will not extend to the primary departments of secondary schools, nor to European schools.

7. Effect will be given to the proposal by instructing municipal and local bodies, on receipt of suitable compensation, to discontinue the charge of fees in schools under their management, and by laying it down, as a condition of the grant of aid to a primary school of the kind defined above, that no fees shall be charged, a corresponding increase being at the same time made in the amount of the grant-in-aid. A question here arises whether all aided schools should be required to abolish fees, or whether some should be allowed to retain them while foregoing the additional grant. Looking to the fact that the greater part of primary education is given in schools under private management, the Governor General in Council considers that it would be impossible to leave the application of a general policy of abolishing fees to the discretion of the managers, and that abolition must be insisted on as a necessary condition of their receiving any

the Governor in Council
aid at all. But there may be exceptional schools in which His Honour the Lieutenant-Governor
you
might think it advisable still to permit fees to be charged, and the Government of India would be glad to be advised as to the principles upon which such exceptions (if any) should be recognised. In the adjustment of grants-in-aid so as to compensate managers for the loss of fees, the Government of India would deprecate any attempt to introduce a special grant calculated upon the fees formerly charged in each school. They consider that the scale of grants should be revised as a whole, so as to afford proper support to a system based upon the rule that fees are inadmissible.

8. Girls' schools under public management usually charge no fees, except in Madras and Bengal, where there is provision for remitting the fees when required. The aided schools nevertheless levy fees, which reach an appreciable amount in Madras, Bombay, Bengal and Burma. In boys' schools the rates of fee are usually not prescribed by the Department, but are left to the discretion of the local bodies or the private managers. The Departmental rules, however, provide for the admission of a certain proportion of pupils without payment of fees, this proportion being fixed in some provinces at 10 per cent., in others at 20 per cent. and in one at 25 per cent. Agriculturists in the Punjab pay no fees, and cess payers in Bombay pay half fees only. There are other provisions for reducing or remitting fees in backward localities, for children of low caste or of aboriginal races, and for children belonging to a few other categories. Some of the education reports of recent years show how the local boards and managers use the discretion which is left to them under these rules, what rates are fixed, and what experiments have been made in the abolition of fees, but most of them are silent upon these points.

9. The statistical tables record for each kind of school the total amount "expended from fees." The amounts returned for the year 1904-05 as having been expended from fees in primary and middle vernacular schools, excluding schools for Europeans are:—

	R
Madras	4,97,636
Bombay	2,81,787
Bengal	18,33,760
United Provinces	1,63,802
Punjab	1,03,939
Burma	35,941
Central Provinces	26,050
Assam	23,735
North-West Frontier Province	3,693
Coorg	3,811
TOTAL	29,74,154

Of this sum, the amount of fees expended in schools under public management was R6,14,388, and in aided schools R23,59,766. The amount of fees expended in unaided

schools is not included in the total of 29¾ lakhs given above: it was returned as a total of ₨4,17,856. These figures are given in further detail in the table appended to this letter. The Government of India are aware that the return from which they have been compiled may not be in all cases strictly accurate, especially in respect of aided schools, where the teachers collect and retain the fees, receiving some in cash and some in kind.

10. In March 1905, an Imperial assignment of 35 lakhs was made for the improvement and extension of primary education, and it is hoped that this may have resulted in a considerable increase in the number of children attending school. The average amount of fee per scholar in all the schools under consideration is approximately one rupee annually. It may probably therefore be estimated that any increase in the number of children attending school since 1905 will be accompanied by an increase of one rupee a head in the fees collected, over and above the 29¾ lakhs just mentioned.

11. It is not proposed to enter upon the question of the fees collected in unaided schools. So long as a school does not ask for aid from public funds it must be left free to charge fees as at present. But it seems probable that in many cases unaided schools will no longer be able to charge fees if the Board and Aided schools in their neighbourhood cease to do so, and that if deprived of this source of income they may be unable any longer to support themselves. The Governor General in Council would not regard it as practicable to compensate such schools by a special grant intended to replace only their fee income, but it would be necessary to give them the option of coming on to the list of aided schools, and receiving aid at the full rates subject to the usual conditions. At the present rates of aid, enhanced by an allowance equal to the fees charged in aided schools, the cost of the conversion of all unaided schools into aided schools would amount to 9½ lakhs annually; but it is not to be expected that all the unaided schools will at once be converted into aided schools, and the Government of India would be glad to be furnished with some forecast of the probable effect of the proposed measure in this direction.

12. The calculations contained in the preceding paragraphs relate only to the immediate financial effect of remitting the fees of those pupils who are now at school or who are being attracted to school by the expansion of the primary school system now in progress. But account must also be taken of the expansion of the primary school system which will inevitably result from the abolition of fees. This question presents considerable difficulty. On the one hand it seems probable that a considerable number of parents who now have their children educated at home by poorly paid teachers will be tempted by the abolition of fees to send their children to school. Again there may be some who are at present deterred by the fee, and are either unable to obtain the remission of fees under the rules or are unwilling to apply for it. It is possible also that the removal of the fee in the vernacular schools and its retention in the primary departments of the secondary schools may cause some further increase in the practice of sending children who will ultimately proceed to a secondary school to begin their education in a vernacular school. On the other hand it is not safe to assume that the chief or only reason why the bulk of the population do not at present send their children to school is the difficulty of finding the fee. They may neglect to do so from hereditary custom or because attendance at school is thought likely to prevent a boy from learning his traditional occupation, or, again, because his services are required in the workshop or the field. In short while the abolition of fees will remove one of the obstacles to the wider spread of primary education, the Government of India do not expect it to result at once in a great increase of the number of children at school. This may be the ultimate result; but it will come about only by slow degrees and other causes will contribute to produce it. The Government of India desire particularly to be favoured with the opinion of the Government of $\frac{\text{Madras}}{\text{Bombay, etc.}}$ upon these points.

13. If fees are abolished, it will be necessary for Government to be assured that the benefit really reaches the people for whom it is intended, and it is hoped that it will be possible to take efficient measures to prevent teachers from exacting fees as heretofore. This question requires special consideration in connection with the many aided schools where payments are made by the parents in kind as well as in cash. The Government of India are not aware whether payments in kind are uniformly excluded from the returns of fees sent in by such schools, or whether an estimate of their value is in some cases included. In any case it will be necessary to discontinue them, and to allow for their discontinuance in settling the enhanced rates of grant. The presents made in kind are, however, often irregular and of an amount not stipulated beforehand, and there may be some danger of their continuance under the name of voluntary contributions. It appears probable that some vigilance and perhaps special regulations may be required in order to prevent the virtual evasion of the principale that children should receive primary education without payment.

14. Of the ulterior effects of abolishing fees, one of the most probable and most costly appears to the Government of India to be the absorption of a large proportion of the aided schools into the Board school system. To attract voluntary contributions,

and to encourage combination for local purposes, were the main objects in view in applying the grant-in-aid system to primary education. But there are many aided primary schools in which voluntary contributions do not exist, and which, being the private venture of the teachers, are much less representative of the principle of combination for local purposes than the Board schools. The total voluntary contributions returned for primary schools reach the small amount of 5 lakhs, and experience does not warrant the belief that as Government redoubles its efforts to bring primary schools within the reach of all, private persons will, without special reasons, volunteer to bear the cost of what would otherwise be provided by Government. The Missions will doubtless still maintain their schools, and some men of wealth and local importance will continue to regard the provision of a primary school as an honourable public duty. The policy of Government will still be to encourage such institutions by grants-in-aid and by other means in their power. But to demand from a village voluntary contributions towards an aided school differs little from asking the people to pay fees under another name. The Government of India have noticed without surprise that in the rural districts of the Central Provinces the aided schools have, with negligible exceptions, been converted into Board schools, and that a similar change has recently been made in the lower primary schools of Assam. They have also been informed by the Government of Madras that of the aided schools in that Presidency 7,000 are the private ventures of the teachers and have no source of income except the fees and the grant; and that this fact has already suggested some reconsideration of their status. If fees are abolished, the chief distinction between such aided schools and Board schools will disappear, for the grant will become the sole source of subsistence of the teacher, and the theory of independent management will not long survive this change. In so far as this involves the improvement of all such aided schools up to the level of publicly managed schools the Government of India see no reason to regret or to hinder the progress of events; but the cost may be gauged by the fact that two million children are being instructed in aided primary schools as compared with one million in publicly managed schools, and that the annual cost to the public funds of each child is on an average R1-5 in the former and R5 in the latter.

I am to ask that some information may be given for the $\frac{\text{Madras Presidency}}{\text{Bombay Presidency, etc.}}$ regarding the description and number of aided primary schools which are in receipt of *bonâ fide* voluntary subscriptions and the circumstances in which they exist, and as to the number on the other hand which have no source of income except fees and grants. I am also to invite the opinion of the Government of $\frac{\text{Madras}}{\text{Bombay, etc.}}$ as to the probability of the results described in this paragraph as likely to follow from the abolition of fees.

15. In proposing the abolition of fees the Governor General in Council would desire also, if possible, to suggest that books and other school requisites should be supplied for the use of the children without charge. His Excellency in Council desires to be informed whether this would be in accordance with the views of the local Government and what would be its probable cost.

16. The Governor General in Council has considered the possibility of abolishing fees gradually instead of *per saltum*. If this were done, the first step would presumably be taken with the lower primary schools. It appears however from the following considerations to be desirable, if it is financially possible, to proceed *per saltum*:—

(1) The administrative measures required and the financial calculations involved in dealing with part of a school instead of the whole are more troublesome.

(2) Greater confidence can be felt that fees will really be discontinued if they are inadmissible in all the standards of a school.

(3) If fees in lower primary classes are abolished and those in upper primary classes remain as at present, children will be discouraged from proceeding beyond the lower primary stage. If *pro rata* reductions are made in upper primary classes, it would involve arrangements too complicated for simple village schools.

17. If the replies of local Governments are favourable and the probable cost is found to approximate to that which is here estimated, the Government of India before directing any steps to be taken, would endeavour, with the sanction of the Secretary of State to make, when circumstances permit, an assignment of funds for the immediate cost of the scheme. The future increase of the charge would probably be gradual, and would, it is hoped, be within the power of the local Government to meet from the growth of its assigned revenues. If in any case this should be found to be impossible, the Government of India will be prepared to consider the matter on its own merits. I am to request that $\frac{\text{the Governor in Council}}{\text{His Honour the Lieutenant-Governor}}$ / you will now be good enough to favour the Government of India with $\frac{\text{his}}{\text{your}}$ views upon the whole question, including any important points arising from it which the present letter may have omitted to treat. The Governor General in Council will be much obliged by an early reply.

TABLE.

Total fees in Primary and Middle Vernacular Schools (excluding Schools for Europeans), 1904-05.

Province.	Public managed.			Aided.			Unaided.			Grand Total.
	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.	
	R	R	R	R	R	R	R	R	R	R
Madras	1,30,077	2,904	1,32,981	3,44,889	19,766	3,64,655	1,54,028	845	1,54,873	6,52,509
Bombay	1,70,773	202	1,70,975	94,883	15,929	1,10,812	10,553	9,198	19,751	3,01,538
Bengal	31,745	51	31,796	17,85,337	16,627	18,01,964	2,32,097	1,013	2,33,110	20,66,870
United Provinces	1,51,333	...	1,51,333	11,565	904	12,469	234	...	234	1,64,036
Punjab	93,182	71	93,253	10,167	519	10,686	4,294	...	4,294	1,08,233
Burma	3,146	...	3,146	23,717	9,078	32,795	...	...	...	35,941
Central Provinces and Berar.	10,647	126	10,773	15,105	172	15,277	3,926	...	3,926	29,976
Assam	14,305	5	14,310	8,827	598	9,425	811	...	811	24,546
North-West Frontier Province.	2,246	...	2,246	1,437	10	1,447	855	2	857	4,550
Coorg	3,511	64	3,575	171	65	236	...	...	...	3,811
Total	6,10,965	3,423	6,14,388	22,96,098	63,668	23,59,766	4,06,798	11,058	4,17,856	33,92,010

From H. D. Taylor, Esq., I.C.S., Acting Secretary to the Government of Madras, Educational Department, to the Secretary to the Government of India, Home Department, no. 138, dated the 24th February 1908.

I am directed to reply to your letter no. 881, dated 22nd November 1906, inviting the views of this Government on the question of the abolition of fees in primary schools.

2. *General.*—The proposal of the Government of India is to abolish fees in all primary schools which are either under public management, that is, under the management of Government, local boards and municipal councils, or in receipt of grants from public funds. The introduction of this measure will naturally tend to the greater spread of elementary education. The scheme will certainly be a "form of relief" to the poorer classes who cannot pay or can ill-afford to pay fees. The rich will also be relieved: but this is a necessary consequence of applying the concession to all public or aided primary schools. Nor does it appear to be practicable to differentiate between the classes with respect to their means, if the concession is to include all such schools. The whole school-going population in the Presidency may, and the vast bulk of it will, take advantage of the benefit; and this fact has to be borne in mind in estimating the cost of the concession. In this country, Brahman and Sudra, rich and poor, ordinarily attend the same school, and with few individual exceptions there seems to be no *amour propre*, as in Europe, which influences well-to-do parents to send their children to select schools. It is, however, observed that so far as this Presidency is concerned there is one consideration which may limit to some extent the wholesale appropriation of the proposed concession. The principles of the recent reorganization of schools into primary and secondary involve, even in the primary departments of "English" secondary schools which will be outside the scheme, the giving of instruction on lines somewhat different from those followed in purely primary schools; at any rate, after the third standard the instruction will be so designed as to afford a sound foundation for real secondary and collegiate education and will differ from that given in the higher standards of purely primary schools. This being so, parents who are well-to-do and who wish their children to go forward to higher education, are not likely to remove them from such schools in order to get the benefit of free primary education in the schools to which it may be extended.

3. *Scope of the measure.*—The first question to be considered is to what classes of schools in this Presidency free primary education should be extended. The Government of India observe that the concession would extend to all public vernacular schools which have seven standards or less above the infant class, and to all pupils in them, and not to the primary departments of secondary schools nor to European schools. Primary education in public and aided schools is given in this Presidency in—

(*a*) primary schools,

(*b*) the primary departments of vernacular lower secondary schools, and

(*c*) the primary departments of English secondary schools.

Under the recent reclassification of schools referred to in the previous paragraph, the vernacular lower secondary schools will almost universally become "elementary schools". These schools correspond to the classes of institutions specified in paragraph 6 of your letter, and I am directed to state that the Governor in Council accepts the principle

adopted by the Government of India in limiting the abolition of fees to the classes of institutions specified. The application of this principle will not present any difficulties in this Presidency. If fees are to be abolished for primary educatoin, the Governor in Council sees no reason why any exception should be made and some aided schools allowed to charge fees. The abolition of fees should, in his opinion, be general and should be insisted on as a necessary condition of aid.

4. *Probable effects of abolition of fees.*—There were in existence in this Presidency on the 31st March 1907 about 17,100 schools for boys and girls, including Government, board and aided schools, falling strictly within the definition in paragraph 6 of your letter, with an attendance of about 577,000 boys and 59,000 girls. The question which arises is to what extent the change may be expected to bring other schools within the category of aided schools. Unaided schools except such of them as are maintained by mission bodies are *private venture* schools, that is, schools established and managed by the teachers themselves, and are either schools which exist side by side in the same place with board or aided schools and on that account have not been admitted to aid, or are schools recently opened in villages in which no school had hitherto existed. The general effect of the scheme on these *private venture* schools, which on the 31st March 1907 numbered nearly 4,500 with about 105,600 pupils, will be their disappearance, as almost without exception they will become aided schools or the primary pupils in them will migrate to aided schools. In either case, the additional number of pupils for whom free primary education must be provided on this account may be taken as 105,600. The *unaided mission schools* were 700 with 15,600 pupils, and it is not unlikely that a certain percentage of them will come on the aided list. It is, however, not possible to say whether that percentage will be large or small. The fact that they exist as unaided schools shows that there are special denominational reasons in the case of many of them for continuing outside Government inspection. It may, however, be safely assumed that these schools will contribute an addition of, say, 10,000 pupils to the public and aided elementary schools.

5. There are also the *unaided girls' schools* and the new primary schools recently established with the assistance of the special assignment of six lakhs for primary education, which should be taken into account in estimating the effects of the proposed concession. The total attendance in primary schools and primary departments of vernacular secondary schools of the former class was about 5,500 in all, and it may be anticipated that the bulk of these will come on the aided list should education become free. As regards the latter class of schools, the number of them constructed or under construction in 1906-07 was about 400. The similar figures for the current year are not available. But perhaps for the two years, the number may be taken at about 700: and it will be a very moderate estimate to take the average attendance in each school at 25. This would add 17,500 to the number of free scholars.

6. In the *English secondary boys' schools* with a primary department, there are about 10,000 boys in the upper primary department and about 18,000 in the lower primary department. For the reasons given in paragraph *2 supra*, the Governor in Council does not anticipate any marked accession to the elementary schools from the upper primary department, and the only question is how many of the 18,000 in the lower primary department will be transferred to schools in which they can get free instruction. The average fee now returned as paid by boys in primary departments of upper secondary schools is over R5, and in the same departments of lower secondary schools it is about R4. In purely primary schools the fee averages only about one rupee per pupil. As the existence of this lower fee does not appear to affect the strength of the primary departments of lower secondary schools, the proposed abolition of fees may not greatly reduce the attendance. These statistics as to fees are based on averages and no information is available as to the exact circumstances of individual schools. But allowing for special circumstances, it does not appear probable that there will be any great accession to the free schools from these secondary schools.

7. With reference to the enquiry contained in paragraph 12 of your letter as to the effect which free education may have generally on accelerating the rate of school expansion, I am to say that the Governor in Council is unable to form any satisfactory forecast. The normal increase is reckoned at $2\frac{1}{2}$ per cent. under present conditions. It is, however, almost certain that that percentage will be exceeded and the Governor in Council believes that, if the scheme were introduced next year, provision would at once have to be made for the primary education of about 710,000 boys and 64,500 girls.

8. *Financial.*—The question remains what estimate is to be made of the cost of free primary education to the schools and pupils as reckoned above. So far as concerns existing primary schools under public management or primary departments of vernacular secondary schools, the deficit to be compensated for will be the amount of fees received, as both the Governemnt and the local bodies concerned will continue to defray the net cost of these schools as they do now. The total fee-income which will have to be made good in these schools may be taken at 1·5 lakhs, which is the actual income derived in 1906-07.

9. In the case of aided schools, however, it is difficult to estimate with an approach to accuracy the amount that will have to be paid as compensation for the loss of fee-income. For out of the 13,391 aided schools, only 3,631, or a little over one-fourth, which represent the mission schools, are really aided in the strict sense of the term. The remaining three-fourths of the number of aided schools are, as already stated, schools managed by the teachers themselves who depend for their subsistence upon the fees and presents given by the parents and the annual grant from public funds. The fee-income of these schools amounts on an average to about one rupee per head. This is the average arrived at from the statistical returns furnished for these schools. But there is reason to believe that it represents much less than the actual fee-income received, whether paid in cash or in kind, and that a systematic underestimation of the actual fee-income, of which no regular accounts are kept in schools, has been going on for some years as a result of the application of the net cost principle in assigning grants. Under the new Grant-in-Aid Code now in force in this Presidency, teaching grants to elementary schools consist of (1) a salary grant to the teacher of R36 a year and (2) a capitation grant of 8 annas a pupil based upon the average attendance, and the Governor in Council considers that the compensation for the loss of fee-income to be paid to these schools would more accurately have to be taken not as the exact equivalent of the returned fee-income but at a somewhat enhanced rate, and that this should be given in the form of an additional capitation grant. The attendance in 1906-07 in non-mission aided schools was 300,248, and therefore the scheme will on the basis of a minimum compensation of one rupee per scholar impose an additional charge of about R3 lakhs, assuming that the grant for girls is the same as for boys.

10. As to mission aided schools, these complications in determining the fee-income do not arise at any rate to the same extent. These schools are *really* aided and the return of fee-income is a fairly correct statement of how far such schools depend upon fees. The average fee in boys' schools of this class is ·65 rupee and in girls' schools ·5 rupee a head; but it has a very considerable range in the various schools of the kind. If the compensation for loss of fee-income be placed at, say, one rupee a head, making a total grant of R1-8-0 a head, and if, as in the case of non-mission schools, the capitation for girls' schools is made the same as for boys, the charge on account of these aided schools which contain 139,351 pupils would come to about 1·39 lakhs. The Government consider that they should also be prepared to meet the extra charge which will be occasioned by the probable influx of numbers from unaided into the Government board and aided schools, which at the rate of R1-8-0 per head for about 121,000 pupils will amount to about 1·81 lakhs. Allowing ·80 lakh for the increase in the teaching grants to additional teachers rendered necessary by the influx of pupils above referred to and also ·17 lakh for the new schools referred to in paragraph 5 *supra*, the probable cost of the proposed scheme is about 8·67 lakhs. This estimate, however, leaves out of account any calculation as to the immediate effect of the proposed policy in accelerating the flow of pupils into Government, board and aided elementary schools to take advantage of the concession. The normal increase is about $2\frac{1}{2}$ per cent., and although the Government can form no forecast of the future, there can be no doubt that the rate of acceleration will become more rapid if this measure is carried into effect. To enable the Government to introduce it into this Presidency, an immediate increase of at least 8·67 lakhs under the financial settlement with the Imperial Government will be required.

11. With reference to the hope expressed by the Government of India in paragraph 17 of your letter that the future increase of the charge would probably be gradual and would be met from the growth of the revenues assigned to this Government, I am to point out that the whole expenditure of this Presidency is growing as fast as the revenue if not faster, that the charges for education have expanded rapidly and will continue to expand and that the allotment for education can only be increased *pari pasu* with the allotments for the other items of administration. At present the Government have under consideration, amongst others, a scheme for the establishment of model secondary schools and for the provincialization of Board secondary schools which is expected to cost nearly three lakhs; but so far as the financial exigencies of the Presidency permit, the Governor in Council will be prepared to contribute to the object of free primary education.

12. As to the precautions to be taken against the exaction of *fees* in money or in kind—*vide* paragraph 13 of the letter of the Government of India, the Government are of opinion that this is a matter which may well be left to the parents and guardians of the pupils. That fees are forbidden will soon become known and attempts to exact them will be generally resisted. If any special measures are considered necessary to prevent teachers from levying fees, it may be provided in the Educational Rules that any teacher proved to have taken a fee will be declared ineligible for employment in any public or aided school.

13. The Government of India also desire information regarding the description and number of aided primary schools, which are in receipt of *bonâ fide* voluntary subscriptions, the circumstances in which they exist and also as to the number which

have no source of income except fees and grants. With regard to this, I am to state that a large number of schools returned as being in receipt of subscriptions are reported to be mission schools and that the amounts entered in the annual returns as "subscriptions" represent amounts which the management have to provide in addition to fees, grants and other receipts in order to meet the annual expenditure of the school. In the case of non-mission schools, the voluntary contributions are in most cases presents made by the parents of the pupils to the teacher-managers on the occasion of the annual Dasara festival and which should more properly be shown under the head of fees. In a few other cases where the school is owned by a committee the "subscriptions" show the amount contributed by the members of the committee to meet the deficit. It will thus be observed that the number of schools in receipt of *bonâ fide* voluntary subscriptions, *i.e.*, from sources quite external to the school, is very small. I am to enclose a statement showing the number of schools returned as in receipt of voluntary subscriptions and also schools having no source of income other than fees and grants. The Government do not consider that the abolition of fees will have any substantial effect on the contributions to schools, and the amount hitherto subscribed is so small that it need not influence the policy. For the future, contributions of the sort will probably be diverted to secondary schools and will not be lost to education altogether.

14. In conclusion, I am to state that the Governor in Council is not in favour of the proposal made in paragraph 15 of your letter for the free supply to school children of books and other school requisites. If carried out, this proposal will involve an initial expenditure of about 7 lakhs calculated at one rupee per pupil and a recurring charge of about 3 lakhs per annum. The Governor in Council would, however, be prepared to afford special facilities for the purchase of these articles in the villages at the lowest possible rates.

15. This Government are in entire agreement with the reasons set out in paragraph 16 of your letter for preferring the introduction of the scheme of free primary education *per saltum* instead of gradually, if it is to be introduced at all, but consider that the possibility of giving effect to it depends very largely upon the financial aid which the Government of India will be able to offer.

APPENDIX.

Particulars for the expenditure from subscriptions on aided primary schools.

Districts.	Number of schools in receipt of *bona fide* voluntary subscription.		Number of primary schools which had no source of income otherwise than fees and grants on 31st March 1906.			
			Boys.		Girls.	
	Upper primary.	Lower primary.	Upper primary.	Lower primary.	Upper primary.	Lower primary.
Ganjám	...	...	185	964	12	18
Vizagapatam	10	57	157	497	21	21
Gódávari	...	...	95	...	22	...
Kistna	...	...	229	...	10	...
Guntúr	91	101	48	...	5	...
Nellore	12	4	270	...	...	...
Kurnool	48	147	107	134	2	4
Bellary	1	...	...	...	1	6
Anantapur	2	6	64	117	...	...
Cuddapah	71	102	148	...	3	3
Madras	20	4	4	15	...	...
Chingleput	9	...	110	211	...	4
North Arcot	14	14	71	420	1	5
South Arcot	2	2	664	...	1	...
Trichinopoly	...	...	306	...	11	...
Tanjore	7	38	225	119	15	51
Madura	2	...	505	...	7	...
Tinnevelly	...	...	468	...	59	...
Coimbatore	3	8	273	...	5	...
Salem	...	1	337	...	...	...
Nilgiris, The	...	...	...	...	...	...
Malabar	2	1	633	...	39	...
South Canara	...	...	4	...	1	...
TOTAL	294	485	4,903	2,477	215	112
	779		7,707			

From S. M. EDWARDES, Esq., I.C.S., Deputy Secretary to the Government of Bombay, Educational Department, to the Secretary to the Government of India, Home Department, no. 257, dated the 10th February 1908.

In reply to letter no. 882 of 22nd November 1906 addressed by you to this Government on the subject of the abolition of fees in primary schools, I am directed by His Excellency in Council to forward for your perusal the marginally noted reports of the Director of Public Instruction with accompaniments which embody the views of officers serving in this Presidency, and to offer the following remarks for the consideration of the Government of India.

No. 4466 of 29th July 1907 with accompaniments.
No. 8067 of 16th November 1907 with accompaniments.
No. 8148 of 19th November 1907.

2. In the first place, His Excellency in Council finds it difficult to agree with the argument adduced by the Government of India in paragraph 3 of their letter that the abolition of fees in the primary schools of England and other equally civilized countries necessarily justifies a similar abolition of fees in India. For the argument in question does not take account of the fact that the abolition of fees in England was not an acknowledgment of the unsoundness of the views expressed in paragraph 54 of the despatch of 1854, but was the necessary adjunct of a system of *compulsory* education. In Western countries free education has been the natural concomitant of compulsory education, and the remission of fees, while being in fact a logical necessity, has at the same time rendered compulsion less unpopular. Such a proposal as that now put forward to make primary education free in the first instance, and compulsory at some future, and at present undefinable, date amounts to a reversal of the natural process of educational development. In the opinion of the Governor in Council the Bombay Presidency as a whole has not yet reached the stage at which compulsory primary education can be imposed upon the people without giving rise to grave discontent, and a system of free primary education without its natural concomitant of compulsion would merely give unnecessary and undesired relief to the few classes, who can well afford to pay fees, at the expense of the vast mass of the people who are at present denied, by the lack of schools, any facilities for educating their children.

3. Secondly, the Governor in Council, after mature consideration of the reports forwarded with this letter, cannot accept the proposition of the Government of India that the abolition of fees would result in a greatly increased attendance. The Director of Public Instruction estimates the increase in attendance consequent upon such a step at 15 per cent., but this figure appears to His Excellency in Council to be optimistically high in view of the fact that, according to the large majority of officers in the Revenue and Educational Services in this Presidency, the disinclination of parents to send their children to primary schools arises, not from the obligation to pay a fee for them, but from a variety of causes, chief among which is the value of child-labour to the parent. So far as the Presidency proper is concerned, this, and not the imposition of a fee, constitutes the paramount obstacle to increased attendance in primary schools, and much the same circumstances operate against the spread of education in Sind; while in the City of Bombay, which might reasonably be expected to show different results, it is well known that the few free schools are no better attended, in truth are not so fully attended as the neighbouring schools which charge fees. The Governor in Council further desires to point out that the existing system of free admission to schools, which was originally designed to aid the poor and backward classes in most areas, which is most elastic in operation and can be freely utilised by the Educational Department in all parts of the Presidency, has not been sufficiently patronised by the people to warrant the conviction that much advantage would be taken of any general introduction of free primary education. In the Southern Division, only 3 per cent. of the children at school belong to the classes to whom education is actually offered free; in the Northern and Central Divisions, the Koli, the Dhed, the Bhangi, the poor Muhammadan and the more penurious of the Kunbi cultivators decline to send their children to school, in spite of the fact that free studentships to the extent of at least 30 per cent. of the numbers under tuition are open to their children on demand; while in Bombay City the few free schools, which are supported by charity and to which children of all denominations are admitted, show a very small increase in attendance during the last few years. During the last quinquennium a very decided advance has been recorded among the backward tribes resident in one particular district of this Presidency; but this result was due *not* to the fact that no fees for tuition were levied under the existing system, but to the introduction of a system of *rewards* for attendance introduced by a zealous District officer, who placed the gradual elevation of the hill-tribes among the chief administrative problems of his charge. For the reasons above stated, the Governor in Council is decidedly of opinion that the general abolition of fees will not secure an increase of attendance in any degree commensurate with the serious cost entailed by such a measure, and that for many years to come the existing system of free admissions and free studentships will fully suffice for the needs of the more penurious and more backward classes in the Bombay Presidency.

4. A third potent argument against the proposed abolition of fees is that this measure will principally benefit the relatively well-to-do classes who are willing and well able to afford school fees, and will react unjustly upon the great mass of the

agricultural population, who pay the Local Fund cess regularly and are as yet unprovided with schools. From more than one Division of this Presidency comes a continuous demand for the establishment of new schools which Government are unable immediately to satisfy; and coupled with that demand is the reproach that the agriculturists have derived no benefit from the cess which they have paid for so many years and are still paying. They, as a class, derive the least benefit from the portion of the Local Fund cess allotted to education, in consequence chiefly of a serious paucity of schools in agricultural tracts and the resulting impossibility of sending their children to school. If, therefore, a general abolition of fees in primary schools now takes place, the agricultural occupants will have considerable justification for holding that the richer classes have profited at their expense, and have benefited while they themselves are left to starve. For this reason, if for no other, His Excellency in Council is unwilling to accept a system which, in the present condition of educational development, will produce little or no return to those who pay the Local Fund cess, and must result in the allocation of the funds provided for this purpose to the richer and more articulate communities.

5. Far more important, indeed, than the abolition of fees is the need for expenditure upon the opening of new schools throughout the Presidency, and upon the improvement of the emoluments of the teaching staff. At the present moment it is roughly estimated that 100,000 children in this Presidency, whose parents would willingly send them to school, are debarred by the absence of village schools from participating in the benefits of education. In the Northern Division, for example, there are 724 villages, each with a population of more than 500 souls, which contain no school of any kind, and from more than one district in that Division comes a demand for the opening of new schools which lack of funds has obliged this Government hitherto to refuse; in the Southern Division only 26·8 per cent. of the towns and inhabited villages contain any facilities at all for the education of the rising generation; and in four of the chief districts of the Central Division there are, on the average, only 18 schools for every 100 villages. In the face of these facts His Excellency in Council cannot admit that education is now within reach of all or that the abolition of fees would afford relief to more than a fractional portion of the population. Equally unsatisfactory is the position of the school master, whose slender emoluments under present conditions have actually acted indirectly as an obstacle to the opening of new schools. In the Surat and Thana Districts, for example, proposals for the establishment of new schools have fallen to the ground, because no masters were forthcoming. Nor is this a matter for surprise when it is considered that the general standard of living has risen throughout the Presidency during the last two decades, and that the individual, who is charged with the tuition and training of the child-population, frequently draws smaller pay than a Mamlatdar's peon and earns a very much smaller salary than the illiterate cooly. In the Masters' Codes in force throughout this Presidency it is laid down that a teacher with certain qualifications shall be eligible for a salary of R60 a month,—a virtual promise which has hitherto remained unfulfilled through lack of funds; while the vast array of untrained assistant masters and untrained head masters have to be content with an exiguous salary of R7 to R10 per mensem, or in other words less than the pattawala who carries letters to and from the local Post Office. The Governor in Council feels strongly that this condition of affairs constitutes a grave and increasing danger to the cause of education in this Presidency, and has therefore provided half a lakh of rupees in the Budget for next year as a preliminary contribution towards a general scheme of revision of teachers' salaries; and he would most strongly impress upon the Government of India that all available funds during at least the next ten years should be devoted, not to the abolition of fees in the comparatively few existing schools, but to the opening of new schools and the amelioration of the position of the teaching staff. In the opinion of the Governor in Council it would be a course highly detrimental to the interests of primary education to abolish the fees now paid by the richer classes, while the children of four out of every five villages are in need of tuition and the masters of the Presidency are starving on less than a living wage.

6. In regard to the City of Bombay, a special Committee composed both of Government officers and of members of the Municipal Corporation is at present sitting to discuss the question of introducing free and compulsory education within the limits of the Island: and until the report of that Committee, which is likely to be delayed some time, is received, this Government is not disposed to discuss the problem at any length. So far, however, as reports from local officials show, the Governor in Council finds that (*a*) the obligation to pay a fee is no deterrent to placing children in a school, (*b*) there is great need for new schools upon the opening of which money might profitably be expended, (*c*) many of the teachers under the Joint Schools' Committee are seriously under-paid, and (*d*) in spite of existing facilities for education within an area of 22 square miles, only 26 per cent. of the total population of school-going age are under tuition. Should the Committee mentioned above arrive at the conclusion that primary education in the City ought to be free, it will rest primarily with the Municipal Corporation, on whom the cost of the measure will fall, to accept or reject that conclusion. But even in the Capital of the Presidency, such a decision would, in the opinion of His Excellency in Council, be decidedly premature in view of the existing

need for more schools, the comparatively small advantage which is taken of existing schools, both free and otherwise, and the scale of salaries of many school masters which is entirely disproportionate to the importance of their duties and to the high cost of living.

7. In view of the arguments put forward in the preceding paragraphs of this letter, the Governor in Council deems it unnecessary at this stage to enter into consideration of the financial results of the proposed measure. He trusts that those arguments will suffice to prove how premature, and indeed how harmful to the extension of primary education, such a measure would be; and in conclusion he can only express the strongest hope that the Government of India will not press upon this Presidency the adoption of a scheme which, in view of the present paucity of schools and the wretched circumstances of the majority of the teaching staff, might produce results little short of disastrous.

From R. D. Prior, Esq., M.A., Educational Inspector, Central Division, to the Director of Public Instruction, Poona, no. C. B.—11763 of 1906-07, dated the 14th February 1907.

In reply to your letter no. 9204 of 1906-07, dated 8th ultimo, I have the honour to state that on receipt of it I at once consulted the Deputy Educational Inspectors, Poona and Sátára, and the Revs. R. A. Hume (American Maráthi Mission), R. S. Heywood (Church Mission Society) and C. King (Society for the Propagation of the Gospel in Foreign parts). I also wrote to the representatives of the following bodies, *viz.*, the Deccan Education Society, the Nutan Maráthi Vidyalaya, the Poona Native Institution and the Ahmednagar Education Society.

2. With regard to the first half of paragraph 3 of your letter under reply, any system of paying fees in kind must have almost died out in the greater part of this District, as I never remember to have had it brought to my notice before and Mr. Panandikar is unaware of the existence of any such schools in the Sátára District. Mr. Kirtane, however, writes:—"It is a custom in registered as well as unregistered schools to receive presents of about 2 pounds of grain at the first admission of a boy and at the completion of anks and alphabets. Such presents are voluntarily given and are considered to be a part of an auspicious ceremony to ensure the success of the student's school career."

3. With regard to the first half of paragraph 4 of your letter under reply, I am not aware of any special boys' schools which should be selected for the continuance of fees. As to the old-fashioned schools receiving the payments in kind alluded to above, whether registered or unregistered, I agree with Mr. Kirtane in thinking that it would be injudicious, if not impossible, to insist on the abandonment of such little "douceurs."

4. The second half of paragraph 4 of your letter raises a very large question, and independently of the cruel blow which would be dealt to the *amour propre* of societies which have deserved so well as the Deccan Education Society, I confess that I view with great distrust the idea of the absorption of aided schools both by Local Boards and Municipalities in the Deccan. In the case of the former, famine is a frequent visitor and with a sudden fall in the cess the tendency would naturally be to close the weaker schools, *i.e.*, the aided ones, first. Municipalities, as Mr. Kirkham used to say, vary inversely with their size as to efficiency. Thus while aided schools on absorption might be fairly treated in Poona and Bombay, though even in the former plague would render this very doubtful, in small Municipalities such as Rahimatpur and Ashta (Sátára District), where both plague and famine are common visitors, it is pretty certain that such schools would soon be wiped, on one plea or another, out of existence and the spoils would be appropriated to existing schools. The protection of the interests of these schools would probably involve far more trouble, friction and correspondence than any system of grant-in-aid.

5. Again, I venture strongly to demur to your remark that "as regards Primary schools other than indigenous managed by Societies the free receipts are usually a very moderate asset in the school resources." At the Poona Native Institution the fees have supplied 2/5ths of the total resources; at the Nutan Maráthi Vidyalaya they have always supplied "above $\frac{1}{3}$rd and below $\frac{1}{2}$ of the total expenditure," *i.e.*, about 2/5ths, while at the Deccan Education Society's schools they have supplied "over 2/5ths of the expenditure." All of these bodies protest strongly that even a half-grant would utterly fail to compensate for the loss of fees. I venture to quote at length paragraph 3 of the letter received from the representative of the Deccan Education Society which will set the matter clearly before you:—

"3. I am therefore desired to solicit your kind attention to the extreme inadequacy of the assistance the Director of Public Instruction's proposal would render to the aided schools, and to point out that this school will not only be not compensated, but on the other hand it will have to suffer the more even though the maximum of the proposed grant is granted. The following calculation will show this fact clearly. Two-fifths and a little more of the average expenditure of this school is met by fees. Add to it $\frac{1}{3}$rd of the expenditure which the school expects as grant. It will now be seen that 11/15ths of the total expenditure have hitherto been paid from these sources. The new proposal will pay this school only $7\frac{1}{2}$/15ths as the maximum grant. Thus we shall have

the additional burden of nearly ¼th of the total expenditure over and above what we have been spending. In plain words, we lose R3 per head and for this loss Government will pay us R1-2-0 at the most. If, therefore, a more liberal principle is not accepted in assigning grants to private Primary schools the present proposal will either result in impairing disastrously the efficiency of schools, or what is far worse in the interests of education, in the closure of many of them, as there are few endowed schools with rich consolidated funds to maintain them."

The answers from the two other institutions tally exactly. Thus it will be seen that even with half grants such bodies would have to bear the additional burden of nearly ¼th of the total expenditure beyond what they are finding at present!

It is to the interest of Government that such schools should continue, for as stated in the Government of India letter, private management is always cheaper and will remain cheaper even if 11/15ths of the total expenditure have to be found by Government, because private bodies can look into things in detail and secure far better bargains than Government.

6. The three Poona Institutions I have consulted agree then, I believe perfectly independently, in pointing out that as shown by the figures they supply the most ready solution of the difficulty would consist in maintaining the present grant of ⅓rd + a capitation allowance of R3 or R4 per head on the average annual attendance. As far as I can judge, if Government wished to drive a close bargain R3 would suffice but if it wished to leave no cause for grumbling R4 should be the figure for the capitation allowance. I can see nothing better than this proposal, for whether schools are well or ill managed, fees come in and the capitation allowance would represent this fixed source of income whereas the grant-in-aid, as at present, would be an elastic asset and would be proportionately cut if the school were found inefficient.

7. I would urge here that Mission Schools registered under Chapter II should share in the advantages of this arrangement. These schools realize practically no fees from their Primary Schools, the constituents of which are either poor Native Christians of low caste origin or low castes, and I think that if others are compensated for a loss of income which the Missions have hitherto supplied out of their own pockets, the latter are *à priori* even better entitled to liberal treatment, as they have been doing all along in the interests of classes whom Government finds it hard to reach, what Government now proposes to do for more fortunate communities.

8. With regard to private venture schools registered under Chapter II, Mr. Kirtane is apparently prepared to accept the fee income alleged to be received in the Poona sub-division, and says that full compensation would have to be awarded as there is no other source of income. Mr. Panandikar, on the other hand, writes:—"It is my firm belief that the proprietors of these schools hardly realize even half the fees they show in their account books." I am disposed to agree with Mr. Panandikar. The only course open would seem to be for Government to take them over outright, allotting lump grants to Local Boards or Municipalities with which to administer them and to guarantee the proprietors a fixed monthly income proportionate to the status of the school at the time of its absorption as long as they remain efficient. Even this would not cover the case of schools owned but not taught by the proprietor or proprietors. An important point in connection with these schools will be the necessity for immediately providing a monthly allowance for the teaching staff, as, on the abolition of fees, no money for subsistence and current expenses will be forthcoming. The fee income in these schools in this Division (excluding Bombay) was said in 1905-06 to have been R13,012.

9. With regard to paragraph 5 of your letter under reply, girls are admitted free in Local Board and Municipal schools throughout the Division except in Bombay, where fees levied in girls' schools amount to R2,482. Thus there is no competition with aided schools, which for special reasons cater for special needs: probably the fee rate secures this and tends to make schools more "select." They are often, too, ancillary to an Anglo-Vernacular School above and exist for a special *clientèle*.

It will be seen from Subsidiary Form no. 5 of the supplement to your Annual Report for 1905-06 that in Bombay the fees collected from aided girls' schools amounted to R14,537. In many of the schools the figures for fees constitute a considerable source of revenue as will appear from the following selection:—

	Total Expenditure.	Fees.
	R	R
Bai Bhikaiji Bengali Girls' School	4,810	3,443
Alexandra School	5,692	2,481
Young Ladies' School	2,593	1,958
Fort Zoroastrian School	1,537	875
Miss Bennett's School	922	482
And in the Mofussil—		
Vernacular, part of Zoroastrian Girls' High School, Poona	1,543	551
A. M. Girls' Boarding School, Nagar	4,304	712

I thus think it will be unfair to call upon aided (and for that latter unaided) schools to give up this source of income without compensation. But I see serious objections to giving such compensation. In the first place the actual figures given are not particularly reliable, especially where the ladies in charge of a school have not the advantage of male help in keeping their accounts; and secondly, it would be placing the schools managed by Local Boards and Municipalities at an unfair disadvantage as they are already carrying out the wishes of Government and I think could fairly claim enhanced grants. Lastly, while in this Division there are 7,741 girls in schools under public management, there are in schools, aided or unaided, in Bombay 4,563 girls contented to pay fees, in Poona 436 (including 243 in the Government Practising School) and in Nagar 255; in all of these places there are plenty of schools, both public-managed and aided, where no fees are demanded, so that clearly the absence of fees would prove no additional attraction to the classes who use these schools, which, if fees were abolished, would be liable to be raided by all and sundry. The conclusion I come to, then, is that whereas all public-managed girls' schools should be free, as at present, the managers of aided and unaided girls' schools should be allowed to continue to charge such fees as their discretion may suggest.

10. With regard to the end of paragraph 5 of your letter under reply, the fees in Local Board schools vary from anna 1 to annas 6 and in Municipal schools from annas 2 to annas 8. The children of cess-payers pay half fees. All low castes, members of hill-tribes, etc., are admitted free, and in addition 15 per cent. of poor boys of ordinary castes, but this list is rarely full. In time of famine the free list, on application, is sometimes extended to 30 per cent. The fees paid in Local Board schools in this Division in 1904-05 amounted to R38,199 and in Municipal schools to R26,151. The fees paid in aided schools vary from about annas 8 in the higher standards to anna 1 in the lower ones, but the figures for the totals collected except in the case of the Missions and well established societies are not to be thoroughly trusted.

11. With regard to paragraph 6 of your letter under reply the figures for 1905-06 are:—

	Boys.	Girls.	Total.
	R	R	R
Public managed	64,743	296	65,039
Aided	55,245	16,132	71,377
Unaided	8,912	12,848	21,760
GRAND TOTAL	...	...	1,58,176

As to the correctness of these figures for aided and unaided schools I cannot even venture to hazard a guess. I can only say that whereas in the case of well established societies I believe the figures supplied to be reliable, in the case of private venture schools and of many girls' schools they are far otherwise, and would in themselves supply no line on which to proceed with any system of compensation.

12. With regard to paragraph 7 of your letter under reply, nearly 70 schools have been added in this Division in 1906-07 and I estimate that these are attended by about 1,750 pupils, so that according to the computation made in paragraph 10 of the Government of India letter the additional receipts on account of fees may be estimated at R1,750.

13. The Unaided Primary schools of this Division need not, I think, be taken into account in estimating the effect of the abolition of fees, the healthy effect of which, if any, would probably be to compel them to seek aid and thus ensure to the public a greater modicum of usefulness than is provided at present. These schools are generally of a purely ephemeral character and the modest requirements of the Department are so well and widely known that the least intelligent of managers who are conscious that they are doing any really useful work would at once apply for help. Also where such schools exist in isolated localities it is very certain that fees will continue to be collected until aid and compensation are awarded.

14. With regard to paragraph 9 of your letter under reply, the managers and others I have consulted all agree that the abolition of fees would lead to a gradual rise in school attendance. It is, however, pointed out, and I think with force, that a quicker and larger increase may be looked for in urban areas where cess-payers are fewer and fees are higher. Mr. Panandikar puts down this possible increase at 20 per cent. Personally I think this question is largely bound up with the supply of books and materials free, but in the main I agree with the views of my informants as stated above.

15. I agree with the view stated in paragraph 10 of your letter under reply. If compensation is given and the populace know that they have a right to demand to be taught without fees, I do not anticipate that any manager would succeed in exacting them!

16. In reply to paragraph 11 of your letter under reference, I have the honour to state that in 1905-06 of the 445 aided schools in this Division 37 may be said to have been maintained from fees and the Government grant alone, their total expenditure amounting to R26,353, of which fees covered R19,692 and the Government grant the rest, with the exception of R195 from other sources. The schools to which voluntary contributions are made and income is obtained from other sources are those managed by Missions and Societies. I have shown above that in the case of the three large institutions in Poona 11/15ths of the total expenditure are at present found by fees and the Government grant, and the rest is supplied from private sources. I have already expressed the opinion that while every effort should be made to keep the schools of well managed Missions and Societies on their legs, the only possible course with private venture schools will be to "absorb" them.

17. With regard to your paragraph 12 both the Poona and Sátára Deputies put down the average cost of books, slates, etc., to boys in Local Board and Municipal schools at an average of R2 per head per annum. The Government of India letter does not make it clear whether it is proposed to supply books, etc., gratis in aided schools also. In that case the compensating grant to be given would have to be still further increased.

18. As to paragraph 13 of your letter under reply, the arguments advanced by the Government of India in favour of dealing with the matter *per saltum* are convincing so much so that I think it would be better in the first instance to drop the proposal for supplying books, etc., gratis, or even to allow the whole question to stand over until the scheme can be given effect to in its entirety rather than to proceed piecemeal!

From F. B. Pendarves Lory, Esq., M. A., Educational Inspector, Northern Division, to the Director of Public Instruction, Poona, no. 107 of 1907-08, dated the 7th April 1907.

I have the honour to reply to your no. 9204 of 8th January 1907 on the subject of the proposal of the Government of India to abolish fees in Primary schools. The Government of India in the opening paragraphs of their letter to the Government of Bombay deal with the principles underlying the levying of fees. In paragraph 3 they quote the argument advanced by the framers of the Despatch of 1854 that "not only is an entirely gratuitous education valued far less by those who receive it than one for which some payment, however small, is made, but the payment induces a more regular attendance and greater exertion on the part of the pupils." This argument, which was based on experience in England, must, they say, be abandoned in view of the fact that fees have since been abolished in England. The argument of the Government of India appears to me to be unconvincing. The tendency cited by the framers of the 1854 Despatch is due to what may be regarded as an invariable characteristic of human nature and is as prevalent to-day as it was in 1854. Free education is likely to be as little valued as any other gift horse, or "consecrated cow" as the Gujaráti saying has it. Did not the priests of the Tirthankers' temple persuade the Lama that having paid money for Kim's education it was right that he should oversee the end of the matter! The reason why it is necessary to abandon any argument from the practice followed in England is that there primary education is compulsory, and compulsory education must necessarily be given free. But there are few, I think, who would be so bold as to assert that this country is yet prepared for compulsory education.

2. The Government of India then go on (paragraph 4) to quote the arguments of the Educational Commission of 1882-83 in favour of free education. It was then shown that such a measure would be unfair to those cess-payers who are not supplied with a public primary school. To this the Government of India reply that the argument loses its force as soon as primary education is brought within reach of all. This statement is incontrovertible, but its applicability to the present educational condition of the country is not apparent. So long as four out of every five villages are without a school it appears premature to speak of primary education as being within the reach of all.

Nor does the fact that the financial difficulty has now been resolved appear to me to justify the utilisation of funds for such a purpose when they are more urgently required, as I hope to show, for the extension of primary education on existing lines.

3. In paragraph 8 the Government of India refer to the existing fee rates, and to the provisions for reducing them or for remitting fees in certain circumstances, and in paragraph 12 they speculate on the extent to which children are at present deterred by fees or are unable to obtain exemption under the concessions allowed by the Departmental rules, on the other causes which keep them from school, and on the increase that may be expected to follow the abolition of fees.

The fee rate in most District and Municipal Local Board schools in this Division is ½ anna in the infant class and one anna per standard, up to a maximum of 6 annas for each of the standards I—VII. Thus a boy in the 3rd standard pays 3 annas, in the VIth or VIIth standard 6 annas. But the children of cess-payers only pay ½ anna in the infant class and 1 anna for the remaining standards—thus a cess-payer's* son only pays one anna in the VIIth standard. Under an order issued by the Educational Inspector after consultation with the various Boards the concession given to cess-payers is extended to all children who are certified by the School Committee to be prevented by poverty from paying.

* The Government of India's statement that cess-payers pay half fees is incorrect so far as this Division is concerned.

Rules 5 and 6 of Chapter II of the Vernacular Masters' Code lay down that poor boys shall be admitted free up to a maximum limit of 15 per cent. of the total number on the rolls, of whom not more than half shall belong to the advanced castes, such as the Brahmanical and trading castes, but this limit can be raised in any town or village where necessity is shown on the recommendation of the Educational Inspector, and with the approval of the Director of Public Instruction. With the sanction of the Local Boards (*viz.*, Táluka or Municipal Local Boards) the percentage may be increased in favour of backward classes. Bhils, Kolis, and similar tribes may be admitted free at any time, and without reference to the sanctioned percentage, on the recommendation of any District Revenue Officer.

4. I have consulted four of the Deputy Educational Inspectors of this Division as to the extent to which the present concessions are sufficient to prevent a boy's being kept away from school owing to an inability to pay fees. Three of these—the Deputy Educational Inspectors of the Surat, Kaira and Broach Sub-Divisions—express a firm opinion that the number of boys who are at present deterred from attending school by the necessity of paying fees is extremely small, and, though they in some cases suggest that the concessions should be extended, they do not think that the abolition of fees would bring about any great extension of primary education, while each of them emphasizes the need for additional funds for improving the pay of teachers, especially untrained teachers, and for opening new schools. Their remarks are instructive as showing the views held by highly educated native officials who have had wide practical experience of the questions they treat of.

Mr. R. L. Khambati, Deputy Educational Inspector, Surat, states:—"The abolition of fees in primary schools of all descriptions will no doubt be hailed with delight by the people, but if the object of this popular measure is to open a way for the wider spread of primary education among the people, the fulfilment of this laudable desire seems to be only problematic. No doubt a very large number of children of school-going age do not at present receive any education at all. But I do not think it a fact that they are kept out of school owing to the prohibitive character of the fees now charged in primary schools. The fees cannot come in the way of Kaliparaj and low caste children as they are all allowed free admissions. Even children of the backward classes are, as a rule, seldom kept out of school on account of their inability to pay fees, the Departmental rules regarding the exemption of poor children from the payment of fees being sufficiently liberal if properly administered. There remain the advanced classes. But they are the people who for the most part have a practical value for school education and they, in majority of cases, do not fail to educate their children even though their circumstances may be poor."

Mr. V. S. Desai, Deputy Educational Inspector, Kaira, is of opinion that "a very small number is prevented from poverty from attending school. . . . There is a very small percentage of parents who are at present deterred by the fee only, and are either unable to obtain the remission of fees under the rules or are unwilling to apply for it."

Mr. Jalaluddin S. Kadri, Deputy Educational Inspector, Broach, gives as his opinion that "mere abolition of school fees would encourage and stimulate the spread of education among the masses only to a limited extent, but would not be productive of very far-reaching or fruitful results unless education is made compulsory."

The Deputy Educational Inspector, Ahmedabad, S. D., Mr. J. G. Shastri, states that in Municipal towns a considerable number of poor boys are at present prevented from going to school by their inability to pay fees. In the town of Ahmedabad especially, he says, there are a large number of really poor boys who are unable to obtain exemption from payment under the concessions provided by the rules. The children of backward tribes, such as Kolis, are in some towns all admitted free, while others only admit 25 per cent. of them free. For Mahomedans the usual percentage is 25. Other backward classes, such as Hajáms (barbers), Sutárs (carpenters), Luhárs (blacksmiths), are given no special concessions.

"No class," Mr. Shastri reports, "is admitted free in any Municipality nor is there any special provision for admitting more poor boys as free than the prescribed number of free students." He therefore concludes that the present concessions are

insufficient, and estimates that if fees were abolished there would be an increase of attendance of from 10 to 15 per cent.

5. But the facts stated by the Deputy Educational Inspector, Ahmedabad, show, not that the present concessions are insufficient, but that full advantage is not taken of those concessions. The rules specify no limit for the percentage of Mahomedans and similar backward classes, and, if the percentage of exemptions at present granted by the Boards is not sufficient, it is the duty of the Boards to extend the exemption. Similarly, it is stated in the rules that Kolis may be admitted free at any time; it is therefore hard to see why some towns only admit 25 per cent. of them free.

In District Local Board schools Kolis and Mahomedans are admitted free in all Tálukas in the Ahmedabad District except the Daskroi Táluka, where only 25 per cent. are admitted free. For other backward classes the percentage is 7·5 in some Tálukas and 15 in others. But in accordance with the circular to which I referred above, the children of non-cess-payers, who are certified to be poor, are given the concession allowed to cess-payers and pay the one anna* concession fee only.

* Half anna in infant class.

These concessions, however, the Deputy Educational Inspector says, are not sufficient, and he estimates that if fees are abolished there will be an immediate increase of 8 to 10 per cent.

But, as in the case of the Municipalities, here also, it seems to me, any hardships that do arise are due to the fact that full advantage is not taken of the concessions allowed. If, for instance, the 25 per cent. of free studentships allowed to Mahomedans and Kolis in the Daskroi Táluka is insufficient, as it probably is, the fact should have been brought to the notice of the Educational Inspector by the Deputy Educational Inspector, and in any case where the concessions require to be extended it is clearly the duty of the administrative officer of the sub-division, the Deputy Educational Inspector, to submit a recommendation to the Educational Inspector, who would bring the matter to the notice of the Board. To take a case which came to my notice the other day:—I found that in a certain village, though there were a large number of Girassias, only one boy of that community attended the school. The reason of this was said by the people to be that the Girassias could not afford to pay the fees, and they promised that if they were exempted they would send 10 boys. I accordingly, in consultation with the Assistant Collector, exempted the Girassias in that village from the payment of fees. But these circumstances should clearly have been noticed by the Deputy Educational Inspector or by his Assistants when the annual inspection of the school took place and a recommendation for a special concession have been made.

6. To turn again to the reports of the other Deputy Educational Inspectors which I referred to above. The Broach Deputy Educational Inspector calculates that there will be an increase of from 10 to 15 per cent. eventually, but not immediately, if fees are abolished, the increase being chiefly among the Mahomedans. "But," he concludes, "the object underlying the abolition of fees will be equally or better served by raising the percentage of ordinary freeships from 25 to 35 per cent. and supplying books and other materials of teaching free to all poor deserving children."

The Deputy Educational Inspector, Kaira, thinks that there will be an increase of 5 per cent. if fees are abolished, but he thinks that more boys are kept from school by inability to pay for the necessary school books than by the requirement of fees.

The Deputy Educational Inspector, Surat, reckons that the abolition of fees will bring about an increase of 5 per cent. in village schools, and 10 per cent. in town schools, but, he adds, "In my opinion the abolition of fees will not be an effective measure for the extension of primary education in this country. It will be, I think, enough, if the present limitations put upon free admissions are entirely removed," *i.e.*, if all who are genuinely poor are admitted free on presentation of a certificate to that effect.

7. The evidence afforded by the reports of the Deputy Educational Inspectors confirms the opinion which I had previously held, which is that the number of boys who are kept from school by inability to pay fees is very small, and that such cases as do occur are generally due to the fact that full advantage is not taken of the concessions provided for by the rules. In order to provide against this contigency it should, I think, be expressly laid down in the Deputy Inspectors' Code that it is their duty to see that full scope is given to the concessions provided for in rules 5 and 6 of Chapter II of the Vernacular Masters' Code and that they are to bring to the notice of the Táluka Local Boards any case where a special concession is desirable. Such a duty is already comprehended in the requirement contained in rule 11, Chapter I of the Deputy Inspectors' Code that they shall from time to time inform each Táluka Local Board of the educational wants of the Táluka. But it would, perhaps, be not amiss to specify the requirement regarding fee exemptions more particularly, as I have suggested.

I agree with the Deputy Inspectors who hold that the purchase of school books is a far greater burden than the payment of fees, as the average cost of the required

books and writing materials is higher than the average fee. I shall deal later with the question of supplying books free.

8. I have already stated my opinion that special funds should not be devoted to compensation for the remission of fees until the present needs of primary education are satisfied. I will briefly state what those needs are. The most pressing difficulty with which the Department is at present confronted in this Division is the difficulty of obtaining a sufficient number of untrained teachers. I have on several occasions during the past three or four years strongly represented the fact that the salary which the Department offers to its untrained teachers is not sufficient. Untrained assistants who have passed the Public Service Certificate examination (to be called in future the Vernacular Final Examination) are paid R7 as a rule, the pay of an untrained Head-master being R10. The standard and the cost of living has of late years so much increased in this Division that whatever may have formerly been the case it is impossible for a man in the position of a teacher to maintain himself and a wife and family on the sum of R7. Coolies and day-labourers can now make more than that, taking the average earnings of all the members of the family for the whole year. The officers of the Revenue Department are in my experience unanimous in holding that the salary of untrained teachers must be increased. The necessity of such a measure appears to me to need no demonstration. I will however again cite the facts to which I have already on several occasions called attention in support of my statement. The number of unqualified (*i.e.*, who have not passed the P. S. C. examination) teachers in all Board schools in the year 1905-06 was 659, the corresponding number for the year 1895-96 having been 399. The Deputy Educational Inspector, Surat, states that he cannot open new schools because he cannot find the masters for them, while the schools are already suffering from a dearth of qualified assistants. During the year 1905-06 it was found impossible to open any new schools in the Thána sub-division out of the recently increased Government grant owing to the fact that masters could not be found for them. The condition of the schools in the Thána sub-division, and, in the Surat sub-division, has been greatly impaired during the last few years by the fact that untrained masters know that the Deputy Inspectors are unwilling to dispense with their services unless their work and conduct is exceptionally bad, as other men cannot be found to fill their places. Again, the numbers of those who appear for the Public Service Certificate examination now is not sufficient to supply the needs of the public service. A smattering of English is found to pay better than a sound education in the vernacular, and it is not surprising that the numbers of those who appeared for the P. S. C. examination in the year 1905-06 was only 1,012, against 1,223, the number of those who appeared for it in 1895-96.

These facts, are, I think, sufficient to establish beyond the possibility of doubt that the pay of our untrained teachers is at present inadequate and that the condition of education is being impaired by this circumstance. The state of affairs is, as I have elsewhere stated, becoming critical and such as to require the serious and immediate attention of Government, and I would strenuously urge that, if the Government of India are prepared to make additional assignments for Primary education, the increase of the pay of untrained teachers should be a first charge upon such additional Funds.

9. The Government of India have themselves admitted (paragraph 4) the fairness of the argument that it would be unjust to those cess-payers whose villages are not supplied with schools if the additional advantage of free education were given to others who already have a school. As they state, this argument loses its force as soon as primary education is brought within reach of all. That primary education is at present far from the reach of the majority of the population of India is a fact which I had thought would need no demonstration. There are few parts of India which are more liberally supplied with schools than the Northern Division of the Bombay Presidency. But I calculate that there are still no less than 724 villages, each having a population of over 500, without schools. Thus the Deputy Educational Inspector, Kaira, states that there are nearly 50 villages in his district "clamouring for new schools," which the Board cannot provide owing to an insufficiency of funds.

I regard the abolition of fees as in itself a beneficent measure well calculated to act for the public good, but to give effect to such a measure before primary education is put within reach of all would be not only unstatesmanlike but unjust.

10. There is another urgent need which I must briefly touch on. In the year 1903 Government enhanced the grants of the Municipal Boards, it being made a condition of the receipt of grant that the Municipalities should not decrease the expenditure from their own resources. Not ony have all the Municipalities throughout this Division observed this condition, but, with few exceptions, they are now spending more, some considerably more, than they are required to under the terms on which the grant was last re-assessed. Thus the Surat Municipality spent R28,101 during the year 1905-06, though they were only required to spend R26,124. Against this expenditure the amount of the grant is only R10,048.

Many of the Municipalities are maintaining an expenditure which taxes their resources to the uttermost, and no extension of primary education in Municipal limits can be effected without additional grants from Government. But additional funds are greatly needed to enable the Municipalities to increase the salaries of untrained teachers, as well as those of trained teachers. In spite of the fact that the largest and most important schools are, naturally, to be found in the Municipal towns, the salaries offered to teachers in these schools compare as a rule unfavourably with those given in District Local Board schools, and trained masters as a whole are not receiving under the Municipalities such salaries as they have a right to expect under the terms of the Departmental Codes.

11. Having stated my views regarding the proposal in general I now turn to a consideration of the individual points on which information is required by the Government of India.

The amount of fees charged in District Local Board schools during the year 1905-06 was R26,894, and in Municipal schools R23,084; to meet this a total grant of R49,978 would be required, to be distributed among the Boards according to the loss which each would suffer by the abolition of fees. To this must be added (Government of India paragraph 10) the amount on account of fees of children in schools opened during the year 1906-07 which I estimate roughly at R209. The total cost will therefore amount to R50,187.

12. To compensate the managers of aided schools the Government of India deprecate any attempt to adjust the grant according to the loss suffered by each individual school, and consider that the scale of grants should be revised as a whole. You have suggested that the limit of the grant might be raised to 2/5ths or half of the total expenditure. Taking the figures for the year 1905-06 I find that to raise the grants for all aided primary boys' schools to ½ the expenditure would cost R7,623, the amount of fees received in those schools being R3,403. The result to the schools would be that out of 40 aided schools 33 would receive grants which would more than compensate them for the abolition of fees; in many cases, especially in the case of free schools, the amounts so gained would be very large. Thus, to take a single instance, the Nadiád Mission school, which charges no fees, the boys being all members of the Mission Orphanage, would obtain an additional grant of R381. No doubt the school, which is a good one, is not undeserving of the additional grant, but at the same time in order to give effect to the principle laid down by the Government of India, it is clear that the whole amount of the extra grant given will largely exceed the actual amount taken in fees. The figures are R7,623 and R3,403 respectively, as I have already stated.

But although 33 schools would greatly benefit by a general raising of the maximum to ½ the expenditure, the remaining 7 schools, whose fee receipts are at present large, would lose by the introduction of the principle. Thus the Kolichakla school, Viramgám, which at present takes R481 in fees, would only receive an additional grant of R190, and would thus lose Rs. 291 by the transaction. Similarly, the two schools at Bandora would lose R216 and R274 respectively, and the Kalyán school R142.

It will thus be seen that the effect of raising the maximum grant to ½ the expenditure will be to give a considerable additional grant to 33 schools while 7 will suffer. I would strongly deprecate any less liberal measure than that of raising the grant to ½, and even then it is hard to see why 7 schools should be made to suffer because they charge fees which obviously the people are quite prepared to pay.

13. It is not quite clear whether the principle laid down by the Government of India is also to be generally applied to all girls' schools also. Out of 35 aided girls' schools in this Division only 10 charge fees; the amount of fees charged is as a rule very small and only amounts to R510 for the whole Division. With one exception these are all Mission schools. The effect of increasing the maximum grant for all aided girls' schools to ½ the expenditure would be R11,173.

Thus the total cost of the extra grants to all aided boys' and girls' primary schools would be R18,796.

14. But besides aided Primary schools there were in this Division in 1905-06, 31 aided indigenous schools receiving grants to a total of R1,286. The fees received in these schools are mostly in money; the amount is however fluctuating and is very difficult to determine, though most of the schools report the nominal amount of fees received. The grants to indigenous schools are not based on the expenditure, as in the case of Primary schools, and, if the present system of assessing the grants is retained, I find it difficult to calculate what addition should be made to the grants in order to compensate the Managers for the abolition of fees. The maximum grant has recently been increased to R88 + 12, but no raising the maximum grant would compensate the majority of the schools for the abolition of fees, the grant being calculated on the number of children in attendance. At present a grant of R2 per head is allowed. An increase of R1 per head would probably be required to compensate for the loss of fees. Most of these schools are kept by private masters entirely as a means of livelihood,

and the amount of R3 per head would probably about cover the amount paid in fees both in kind and in money.

The total cost of carrying out such an increase would be R1,541 for the schools which received grants during the year. I roughly estimate that an additional sum of R2,070 will be required for new schools registered for grant during the year 1906-07.

Thus the total required will be R3,611.

15. Most of these schools approximate more or less to the type of purely indigenous school which I shall describe when dealing with the unaided schools. The Government of India (paragraph 13) express a fear that it will be difficult to prevent the managers of such schools from taking fees, which will, they anticipate, be styled voluntary contributions. Such a fear is, in my opinion, well-grounded. In accordance with the ancestral custom of the country the school master is in many cases the family friend and counsellor, and he has a moral, if not a religious, right to receive gifts from his pupils, whether in money or in kind, a right which the people in some cases continues to recognise throughout his life. In such cases no vigilance, and no special regulations, will be able to prevent the people performing what they look on as a duty.

But, on the other hand, there is no doubt that feelings of this kind are rapidly losing their force with the majority of the people, and when it is once known as an established principle that Government forbid any fees to be taken in any school that is under public management or inspection few people will continue to pay fees. The Deputy Educational Inspectors whom I consulted on this point are of the same opinion.

16. (Government of India paragraph 9.) I here give, as desired by you, the fee figures for 1905-06. I see no reason to doubt their accuracy:—

Division.	Public managed.			Aided.			Unaided.			Grand Total.
	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.	
Northern Division .	50,577	1	50,578	4,075	510	4,585	359	...	359	55,522

17. (Government of India paragraph 11.) There are in this Division 532 unaided schools, of which 528 are classed as Indigenous. The instruction given in a large number of these schools is sectarian; of these the majority are Mahomedan Madressahs, in which the Koran comprises most of the teaching and little or no secular instruction is given. Then there are a large number of schools maintained by the Salvation Army and other Missionary bodies chiefly for the benefit of the depressed castes.

The remainder represent the old type of indigenous school in which the master is usually a Brahmin and teaches according to the old indigenous methods, exacting fees in money and in kind. These schools teach chiefly anks (tables), lekhans (short methods of mental Arithmetic), and writing, but not reading, at least not from a Reader, as a rule. They are chiefly found in the large towns, such as Ahmedabad and Surat, and are principally attended by children who wish to learn quick and ready methods of calculating sums in their heads for the purpose of serving in small shops, or as vegetable-sellers or retailers of various small articles. Such people do not appreciate the educational methods of the Department, their object not being to get a general education but simply to learn quick methods of calculation which will be of direct use to them in their business. Mr. Shastri reports that there are 52 such schools in the city of Ahmedabad, besides which there are only two others in the whole district, one at Dhandhuka and one at Sanand.

The fees charged in these schools are considerable, being partly in money and partly in kind. Mr. Shastri reports that the fees of a typical flourishing school of this kind in Ahmedabad with over 100 boys amount to about R100 a year in cash, while the value of the grain taken is about the same. The fees charged in these schools in Surat seem to be even higher, and it appears that the average fees in such schools are higher than those levied in Board schools. The popularity of such schools has greatly declined of late years, and the Deputy Inspector, Ahmedabad, reports that it is only those whose schools have been long established and handed down from their fathers that are able to maintain them successfully. It is his opinion that if fees are abolished in Board and aided schools these old indigenous schools will inevitably lose almost all their clientèle; a few people for sentimental reasons will keep up the old custom of first installing their children in such schools with the necessary ceremony, but they will not continue as serious educational institutions.

Mr. Khamabati, the Deputy Educational Inspector, Surat, however, thinks that they will not be much affected by the abolition of fees in Board schools, as they serve a definite purpose for the benefit of a certain class, which is not fulfilled by schools which give instruction in accordance with the Departmental methods.

Time alone can show what the result will be, but judging from the way in which they have already declined in popularity, though the schools with which they compete

charge fees, the majority of those which exist at present will disappear. It therefore seems advisable to regard it as likely that most of the children attending such schools will join Board schools.

There were in 1905-06, 17,077 children in Indigenous schools. It is impossible to ascertain exactly how many of these were in schools that charge fees, but I calculate that after excluding Mahomedan Madressahs and other religious schools, and Mission schools for low-caste children, there were some 9,316 children in purely indigenous fee-levying schools. Assuming that on the abolition of fees all these children will join Board schools the extra cost to Government of their education would be R65,212, calculated at the rate of R7 per head, that being the average cost of educating a boy in District and Municipal Local Board schools.

18. (Government of India paragraph 12.) I have already discussed the question of the probable increase in the number of children attending Board schools that would result from the abolition of fees. Estimating the increase at 5 per cent. on the present numbers in District Local Board schools, and 10 per cent. for Municipal schools, the total increase for the Division amounts to 6,111, which at the rate of R7 per head will entail an additional expenditure of R42,777. This increase of expenditure however will clearly be rather nominal than real, as the additional children will in almost all cases attend existing schools, and will not necessitate any large additional establishment.

19. (Government of India paragraph 14.) I find it hard to give accurate information regarding the points raised by the Government of India under this head. Compared with Bengal and Madras the number of children studying in aided schools in this part of the Bombay Presidency is infinitesimal. The vast majority of the schools are Board schools, while of the aided Primary schools, *i.e.*, other than Indigenous schools, the vast majority are Mission schools or are maintained by charitable institutions. Out of 67 aided Primary boys' schools no less than 62, according to the returns, are in receipt of voluntary contributions consisting either of subscriptions or of income derived from endowments. In a few cases the contributions are probably nominal and are not *bonâ fide*, but the large majority are Mission schools, which receive a regular income from endowments. In other words, apart from indigenous schools, which I have dealt with in paragraph 17, there are very few schools which, being conducted as private ventures, and depending entirely on their fees, will lose their chief source of income if the general abolition of fees is ordained and will be compelled to close. There may be 10 or 15 such schools among the 62 aided Primary boys' schools. I would put 1,000 boys as the outside maximum number that might be thrown upon the Board schools by the closure of schools of this kind owing to the abolition of fees. The cost to the Boards would be R7,000 at the outside; probably however even R5,000 would be an extreme estimate.

Ten of the 35 aided girls' schools charge fees. I have dealt with them in paragraph 13. None of these schools would be likely to disappear as the result of the abolition of fees.

20. The Deputy Educational Inspectors whom I have consulted are unanimous in holding that the necessity of purchasing books deters as many children from attending school as the payment of fees, while some of them hold that it is a far more powerful deterrent than the latter. I am of opinion that the cost of the necessary books is felt as a very heavy burden by the poor, and I think that more children are kept away from the schools on this account than through inability to pay fees. In the case of cess-payers, and others who are admitted to the privileges of cess-payers, the fees are very small, and being paid monthly are not felt so burdensome as the outlay of a sum of money for the purchase of books. Again, the concessions in force regarding fees exempt the poorest boys from payment, but there is no regular provision for supplying free books, though some of the Boards devote a small amount of money yearly to this purpose for the benefit, chiefly, of backward tribes. A sum of R500 has also been included in the Budget of each Board for supplying copies of the new Departmental Readers to poor boys at half-price.

The cost of the necessary books and materials that a boy has to buy during his school career amounts approximately to R4, which works out at an average of annas 8 for the Infant class and each of the seven standards. Taking the total at R4 the real average would be somewhat less than annas 8 as the vast majority of the children are in the Infant class and the lowest standards, the cost of the books used in which is considerably less than that of those for the higher standards. The total number of boys in public primary schools, *i.e.*, omitting unaided schools, which are with few exceptions indigenous schools, for the year 1905-06 was 100,985. The cost of supplying books to each of these at annas 8 per boy would be R50,492.

To this must be added an additional annas 6 per head for all boys studying in Urdu standards, for which additional books are required. The amount on this account comes to R2,075.

The average cost of books required by girls works out at about annas 9 per standard. The total cost on this account would be R8,653.

Thus the total cost of supplying books to boys and girls in all public Primary schools would amount roughly to R61,220.

21. I am of opinion that money devoted to the purpose of providing books and materials free for children who are unable to pay for them would be well spent, and that it would be the means of creating a large increase in the number of children attending school; such a measure would, in my opinion, meet with more beneficial results than those which would follow the total abolition of fees, for I hold that at present the cost of the necessary books is a greater burden than the fees.

A large number of the poorest children in the schools are without books, and naturally therefore make small progress. This is especially the case with children of backward communities. Even if they can afford to buy the books required for the lower standards they cannot afford the large expenditure necessary for the books required in the higher standards, and this cause undoubtedly prevents a large number of children from proceeding to the higher standards. In fact, the burden is invariably greater in the higher standards and this cause is to a great extent responsible for the comparatively small numbers of children studying in the higher standards.

I should therefore warmly welcome a grant of money to be devoted to supplying books free of cost for poor children. But I consider that the large majority of children are quite able to pay for their books, and that it is neither necessary nor advisable to supply free books to all children. The cost would be enormous, and money spent on behalf of the measures which I have described in paragraphs 8 and 9 above would, in my opinion, confer a far greater benefit on the public. It must be remembered that a very large number of the children attending school are the sons of well-to-do people, who are already obtaining an education for their children at a cost which is altogether out of proportion to their income. I am of opinion that it is only the poorer classes who need charity of this kind. It is not easy to exactly determine the amount that would be required for the purpose, but roughly I calculate that provision requires to be made for supplying about 25 per cent. of the boys with free books. The cost of this would be R13,142.

I would supply books free to all girls.

22. (Government of India paragraph 16.) I agree with the opinion expressed by the Government of India that it would be preferable to introduce the abolition of fees, if such a measure is decided upon, *per saltum* rather than gradually. The objection to a gradual introduction of the principle on the score of its inconvenience is, in my opinion, insuperable.

23. I recapitulate the cost of carrying out the measures proposed in this Division:—

	R
Abolition of fees in Board schools	50,187
Raising grants in aided boys' primary schools to ½ the expenditure	7,623
Raising grants in aided girls' schools	11,173
Increasing grants of aided Indigenous schools	3,611
Cost of educating children who will leave Indigenous schools for Board schools	65,212
Cost of educating additional children who will join Board schools	42,777
Cost of educating children who will leave Primary aided schools for Board schools	5,000
Total cost of abolishing fees in all Primary schools	1,85,583
Cost of supplying Books and Materials free to all children	61,220
Cost of supplying Books and Materials free to 25 per cent. of boys and to all girls	21,795

24. Apart from the cost of supplying books and materials free, the cost of abolishing fees amounts to R1,85,583. It has been calculated that the result of such a measure would be an increase of 6,111 children in Board schools.

On the other hand, it has been shown that there are 724 villages, each with a population of over 500, which are without schools. It is calculated that if schools were opened in all these villages there would be an increase of 21,720 children, reckoning the probable average number of each school at 30. Taking the average expenditure* of such schools at R15 per month, the total cost per annum would be R1,30,320. Thus the cost of educating over 20,000 additional children on the present lines is shown to be far less than the cost of abolishing fees (R1,85,583), while it is calculated that the latter measure will only effect an increase of 6,000, or perhaps at the outside, 10,000 children.

* Calculated at Rs. 7 per head the total cost amounts to Rs. 1,47,040.

From R. B. Kabandikar, Esq., B.A., Acting Educational Inspector, Southern Division, to the Director of Public Instruction, Poona, no. 1808 of 1907-08, dated the 20th May 1907.

With reference to your no. 9204 of 8th January 1907, I have the honour to submit the following report with due apology for the delay.

2. As reports from Revenue and other Officers were separately called for, I requested only Managers of Mission schools (1) at Dhárwár, (2) at Gadag Bettigeri, (3) at Ratnágiri* and (4) at Alibag to favour me with their views, and their reports are forwarded herewith for perusal.

I also consulted the Head Master, High School, Dhárwár, the Principal, Training College, Dhárwár, and the Deputy Inspectors, Dhárwár, Belgaum and Ratnágiri. They are agreed as to the desirability of abolition of fees in Primary schools, provided Government is prepared to make suitable contribution, not only for compensation or recoupment of the loss in income, but also for increased accommodation and staff—Teaching and Inspectorial—that will be required for the increase in attendance. The Belgaum Deputy Inspector thinks, with me, that expansion of primary education has to precede the abolition of fees in order that the views of the Government of India, *viz.*, that the abolition of fees may be regarded both as a form of relief to certain classes of the community and as an educational measure intended to remove an obstacle to the spread of primary education, may have wider application. He further states that instead of employing funds in the abolition of fees, they can be more beneficially employed in founding and aiding more Primary schools—Local Board and aided. When the districts are spread over with a net-work of schools, the abolition of fees will come as a boon to the poorer classes and will be much appreciated. The Dhárwár Deputy Inspector thinks that the abolition of fees should be introduced in Local Board, in Municipal and in Mission Primary schools. He proposes that Primary schools maintained by Individuals and Aided Indigenous schools of the new and old type had better be let alone, as no special legislation or vigilance can prevent some secret understanding between parents and teachers as to payment for tuition which the Government of India desire to stop. I append their reports.

3. The Government of India desire to abolish fees in all Primary schools, and are prepared to recoup the loss following on the abolition of fees. They call for an expression of opinion as to the policy of the measure. The recoupment is estimated to amount to over a lakh for the Southern Division alone, and in the face of such a large assignment, an examination of the educational conditions obtaining is needed to help us to arrive at a correct opinion on the policy of the measure.

II. While making the examination, it will, in the first place, be found that the fee-rates are fairly low, and that the fee-rules sufficiently elastic, as not to press heavily on agriculturists or other classes not forward in education. Out of 100 children at school, 47 belong to forward classes as Brahmins, Lingayats, Parsees, and Native Christians; 39 to middle or backward classes of other Hindus, 11 are Mussalmans, and 3 belong to depressed classes. The girls attending special Local Board and Municipal Girls' schools, or ordinary Local Board and Municipal Boys' schools are all free; and so also low-caste children of both sexes. Children of the backward classes who stand a little higher than the low-castes are admitted free with the consent of the Local Board, irrespective of the sanctioned percentage of free studentships. The sanctioned percentage of free students, ordinarily 15 per cent. of attendance for the advanced classes, is liable to revision according to the needs of each táluka or district. Very recently the sanctioned percentage for Haliyal Táluka of the Kánára District was raised to 30 per cent. when a good case for an increased percentage was made out. The fee-rates are moderate, and are within the means of every parent having the desire to educate his son, and the power or means to feed him while under instruction. The cess-payers are charged half rates; the Mussalmans half rates or a lower rate still, according to their condition in life and the locality they live in. The rules are therefore not at all hard, and complaints have been very seldom heard against them. I am of opinion that almost all boys desirous of being educated are already in school provided there is one in their village; and it is very rarely the fee that keeps any boy out of it. The fee is, therefore, not very burdensome nor a serious obstacle in the way of the spread of Primary Education, at least to a large majority of boys now attending the schools. To take off the fees and surrender the Revenue would have been a thing to welcome, if other conditions were favourable, that is, if the schools were (1) as good as they should be and (2) fairly as numerous as to bring education within easy reach of almost all that desire to have it. From the details given in the subsequent paragraphs, it will be clear that the conditions are not favourable. Under these circumstances, the step that could be recommended is that the percentage of free-studentships be raised from 15 per cent. to 40 per cent. instead of the total abolition of the fees, so as to throw the schools still more widely open to poor children likely to attend.

III. The fees, low as they are, act as a check on the desire of several teachers to show a large nominal attendance in their schools. If this check is removed or, in other words, if fees are abolished, false registration will have to be scrupulously kept down by increasing the inspecting staff. Though this increase is a Provincial charge, yet Government will have to meet it, as an item directly following the abolition of fees.

IV. Proceeding from boys to teachers, it will be found that out of 1,688 Local Board and Municipal schools in the Southern Division, 1,024 or 60 per cent. are under trained

* Vengurla, in Ratnagiri.

masters or mistresses and 664 or 39 per cent. are under untrained teachers. The teachers are not generally as well paid as they should be. Code promises have yet remained unredeemed, and the financial condition seems to be very low. The Vernacular Masters' Code proposes a maximum salary of R60 to a 1st class trained man with more than 20 years' service, and it is sad to think that there is only one post in the whole of the division carrying the maximum salary. The minimum salary of a teacher is R7, and it is time to raise it to R8. The slight increase of R1 will entail an expenditure of R10,248 a year in the Local Board schools of this division only. Accommodation and equipment of schools is barely satisfactory. Over 30 per cent. of the schools meet in much frequented temples and chavadis, and are poorly equipped. Improvement of accommodation, of equipment, and of the quality and position of teachers is staring us in the face, and the question naturally arises:—Is it not better to let the boys, who are not hard used, continue to pay their fees, and arrange to give them better education? The question admits of only one answer and that in the affirmative; and it means that the funds, the Government of India could kindly spare, would be better employed in improving the condition of schools than in asking for suspension of fees and recouping the consequent loss.

V. If we carry on the examination a little further we find that there are 7,578 towns and inhabited villages in the Southern Division, and of them only 2,033 or 26·8 per cent. have schools of some sort or other. These schools are attended by almost all those that can and will attend, and the suspension of fees can add but 10 per cent. to the number. In other words, by spending R1,20,000 on recoupment of loss following the abolition of fees, there will be an increase of 13,341 pupils in our existing schools. If the funds, say, R90,000, were spent in opening more Departmental schools, and R30,000 in aiding Indigenous schools, there would be 600 Departmental and 500 Indigenous or 1,100 new schools attended by 33,000 pupils. If fees be abolished in schools in 2,033 villages, it will be given to those that have, and the residents of 5,545 villages will go without anything. But if funds are diverted as proposed, of the 5,545 villages without schools 1,100 can have schools, and a larger number of boys—nearly more than double—will be admitted to share in the benefits of education—a circumstance that will meet the object of the Government of India of spreading Primary education, better than the abolition of fees. This question, moreover, needs special consideration as there are actually many applications for schools from large villages without schools, and the people thereof are even now complaining that they have received no return for the cess they pay and have been paying. Their complaints would grow louder, if they are left to starve while the fortunate few are not only fed but feasted; and it would not, in my humble opinion, be a good policy to leave them alone.

VI. In paragraph 5 of the Government of India's letter No. 882, it is said that the whole of the spirit of the declarations of the Government of India has been in favour of the *fullest possible provision of Primary schools*. Where this provision exists, the abolition of fees is sure to yield results contemplated by the Government of India. In the present instance if fees are abolished in 2,033 schools, there is slight chance of the abolition of fees being regarded as a form of relief to certain classes of the community akin to the reduction of taxation and as an educational measure intended to remove an obstacle to the spread of Primary education, while a large area, with better prospects, remains without schools. Government of India kindly made grants in 1903 and 1905 for Primary education, and these grants have been suitably utilised. They have helped in the expansion of Primary education; but that has not been sufficient. Much remains still to do, and unless Government is prepared forthwith to largely expand Primary education in this Division and in the Presidency, I would respectfully urge expansion and improvement of Primary schools antecedent to the abolition of fees, considering the Educational conditions that exist. The raising, at the same time, of the percentage of free studentships from 15 per cent. to 30 per cent. or even to 40 per cent. in all Local Board and Municipal schools, would go fairly a long way in promoting both the objects the Government have in view in promulgating the present scheme.

VII. The abolition of fees preceded or accompanied by the needful expansion of Education will mark an important phase in the development of education in the Presidency, quite in keeping with the progress of events. At the commencement of the last century old fashioned Indigenous schools maintained hereditarily by Bráhmin priests or Pandits and Jangams or Ayyas giving Shastric or Literary and religious education were being slowly superseded by Indigenous schools giving secular education and receiving aid in kind or in cash or in both. These were later on superseded by schools modelled after, and kept by men turned out of the Departmental schools. The bulk of the present day schools consists of venture schools and they are kept by individuals—generally the product of our schools—on their own account receiving pupils on certain fees fixed by themselves; or by individuals who have induced the village-elders to combine and to pay them so much in kind or in cash or in both for teaching their children and also to leave them free to take what they can from non-contributors if they send their children to school. Sometimes the individuals enter into a contract with the leading men of a village and in return for the schooling receive what is stipulated,

The leaders recover what they can from the parents of children attending school. In this Division there are at present no old fashioned Indigenous schools kept by hereditary priests or pandits receiving voluntary subscriptions in kind. There are 49 Koran schools, 6 Sanskrit schools under paid Gurus giving secular and religious education and maintained by a few individuals or from subscriptions and donations, 9 Aided schools of the Advanced Primary school type and 718 schools of the elementary school type. Three hundred and twenty-nine of the elementary schools are not brought on the aided list either because the attendance in them is too small or because the schools have been very recently opened. In addition to the above there are 27 advanced and elementary Mission schools which are either aided or recognised.

VIII. I beg to append a table showing the different classes of schools that will have to be subsidised to suspend their fees in compliance with the scheme under consideration.

Agency.	1906-07.		
	Schools.	Scholars.	Fee Income.
Local Board.			R
Primary Boys'	1,393	76,882	62,034
Primary Girls'	100	4,419	...
Municipal Board.			
Primary Boys'	141	15,684	17,341
Primary Girls'	57	4,461	14
Aided Schools.			
Managed by Societies (Chapter II).			
Primary Boys'	17	1,832	1,506
Primary Girls'	10	583	69
Managed by Individuals (Chapter II).			
Primary Boys'	9	775	1,543
Primary Girls'	...	...	...
Indigenous Schools aided under Chapter III.			
Modern Type.			
Primary Boys'	382	11,778	28,947
Primary Girls'	7	211	225
Old Type.			
Sanskrit	2	81	...
*Unaided * Indigenous.*			
Modern type	329	5,923	...
Old Type.			
Sanskrit	4	84	...
Koran	49	1,026	...
TOTAL FEES	...	...	1,11,679

* Information regarding fees in Unaided schools is neither called for nor furnished.

4. From the above table it will be seen that there are no special schools in this Division that need be permitted to levy fees in the face of the general abolition of fees in Primary schools. Sanskrit schools are not strictly speaking Primary schools and most of them do not levy fees. These may however be left to deal with the fees as they choose. The fee-income in the Local Board schools of this Division is R62,034; and recoupment of this sum plus 1/10 the estimated increase brings compensation to R68,237. A rise of 10 per cent. in Boys' school attendance of 7,688 more pupils will require 256 teachers, and at the lowest rate of pay, the yearly cost at R7 × 12 per teacher would be 21,504. Increased accommodation at R5 per mensem for 100 pupils will require an outlay of R4,560. Thus the total recoupment will amount to R94,301. It does not

however include the cost on account of additional Inspecting Staff, because that is a Provincial charge.

The fee-receipts of the Municipalities are R17,355 and if a Government Grant of R24,898 be made on the basis shown above for the Local Board schools it will be a fair compensation.

The Mission schools are generally opened for the benefit of backward classes and of girls; and fees consequently do not reach an appreciable amount. The Managers are prepared to forego their fees provided the grant is liberally given. Reverend Mr. Brown of Alibag is satisfied if a full 1/3 of the expenditure is given as a rule, with such deduction as may be properly made for certain deficiencies. Whereas, Reverend Mr. Reusch is afraid that a grant equal to 2/5 of the expenditure may not recoup the loss.

The case of schools under the management of individuals is a little difficult to deal with. In their case the fees are the chief source of income to the managers and next to fees are grants. Faski and Patipuja or occasional gifts by children in Indigenous schools in these days of progress bring them very little. People see that these are not in vogue in Local Board and Municipal schools and do hardly countenance them. A large private school in the Southern Division attended by 180 boys received this year R442 in the shape of fees, R89 from other sources and R172 as grant; total R703. The same was its expenditure. A grant equal to a $\frac{1}{3}$ of the expenditure is only R62 more than the grant now earned, and even $\frac{1}{2}$ the expenditure exceeds the grant by R179 and is a little over a third of fee income; and this will not be a satisfactory compensation for the loss of fees, the manager's mainstay. The compensation of Aided schools kept by individuals is thus a question bristling with difficulties, and I beg respectfully to submit that it is better to leave these schools alone. There are only 9 schools of this type and the managers may get their schools registered under the existing rules of Chapter II or III of the Grant-in-aid Code if they choose to accept the conditions.

The number of elementary Aided schools is 389 in the Division. They are all elementary schools and have been mostly kept up by men who have completed only their Vernacular 5th or 6th standard in an advanced Vernacular school. Fees or more properly the contracted quantity of grain or sum of money or both and the Government Grant are the chief sources of their income and on an average the fees amount, if converted into money, to something between R60 and 100 a year. Compensation to that extent will be required if the school is not to charge any fees. Government very properly decline to compensate these schools fully for the loss of fees which is an indeterminate amount; but are not unwilling to make a fee-grant if necessary.

In the view of the Government of India, the private schools seem to loom large on account of the large number of children they muster on the whole. But the conditions of the Division and, I am afraid, of the Bombay Presidency are quite different. Out of a total attendance of 118,743 children in the Southern Division Aided Indigenous schools both advanced and elementary claim only 17,297 or 14·5 per cent., not quite sufficient to compel consideration of how to compensate them for the loss of fees, and how to bring them to book for infringement of the principle of no payment for Primary education. Should it, however, be finally decided to abolish fees, and to lay down a rule for the compensation of aided schools I beg respectfully to suggest that ordinarily a grant equal to a 3rd of the expenditure may be continued and a maximum of 2/5 of the expenditure allowed in exceptional cases, so far as advanced Primary schools are concerned. As regards schools under Chapter III—Elementary Primary Schools—Government have recently sanctioned a grant of R15 to R88 for general efficiency and R12 for registers, and this may be supplemented by a fee-grant of R1 per pupil in average monthly number. An elementary school of 30 boys will accordingly get R45 for general efficiency, R12 for registers and R25 for average monthly number (total R82); and that may be looked upon as a living wage for an ordinary man teaching merely the 3 R's in a mechanical way. The additional cost of securing abolition of fees in aided elementary schools will amount to R15,000. If a fee-grant be not found suitable, the maximum grant for efficiency may be raised from R88 to R150 and for registers from R12 to R24. Even under this rule an elementary school of 30 boys will get R66 for efficiency and R20 for registers, or in other words R86 a fair sum for the average schoolmaster of the day. The cost under this plan would amount to R20,000 for the Southern Division.

5. The Kumta Municipal Kanchani girls' school and the Municipal Urdu school at Panvel are mixed schools attended both by girls and boys. The boys pay fees, and the girls are free, and the fees amounted to R31 in 1905-06 and to R14 in 1906-07. These schools are however technically classed as girls' or boys' schools* as the number of girls is larger or smaller than the number of boys in attendance. Aided schools levy fees from boys and girls attending their schools. The rates of fee seem to be low in Mission schools, and they vary from annas 2 to 8 in other schools. Tulshibag Málvan Kanchani school, an aided Elementary school for the girls of the dancing girls' class in the Ratnágiri District, levies fees from boys and girls attending, at annas 4 to 8 per

* Panvel Urdu school has a larger number of boys (in 1906-07) than girls and becomes a boys' school; and this accounts for smaller fee-receipts of R14 in 1906-07 against R31 of 1905-06.

pupil, and realises about R170 a year. The fee receipts form the main source of income of the mistress of the aided school.

(*a*) The subjoined table gives the Girls' schools that levy fees from girls with their fee-income:—

No.	Name of school.	Attendance.		Fee Income.		
		Boys.	Girls.		R	
	Aided schools maintained by Mission Societies.					
1	Basel Mission Christian girls', Gadag, Bettigeri .	27	30	Aided under Chapter III.	35	
2	Parochial girls', Hubli	...	53		34	
						69
3	St. Mary's Infant, Bettigeri	5	12		10	
	Aided schools managed by individuals.					
4	Hindi Girls' school, Hanagal	...	16	Aided under Chapter II.	44	
5	Tulshibag Málvan Kanchani girls' school . .	20	24		171	
						225
				Total, Fee Income .		294

(*b*) The rates of fees and the percentage of free students in Local Board schools are as under:—

District.	Cess-payers.							Non-cess-payers.						
	Standards.							Standards.						
	I.	II.	III.	IV.	V.	VI.	VII.	I.	II.	III.	IV.	V.	VI	VII.
	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.
Dhárwár .	1	1	1½	1½	2½	2½	3	2	2	3	3	5	5	6
Belgaum .	1	1	1½	2	2½	3	3	2	2	3	4	5	6	6
Bijápur .	1	1	1½	1½	2½	2½	3	2	2	3	3	5	5	6
Kánara .	1	1	1	1	2	2	3	2	2	2	2	4	4	6
Ratnágiri .	1	1	1	2	2	3	3	2	2	2	4	5	6	6
Kolába .	1	1	1	2	2½	3	3	2	2	2	4	5	6	6

Note (*a*). In Urdu schools in the Bijápur and Kanára Districts, fees are levied at half the rates sanctioned for Vernacular schools. Full rates of fees are charged in Urdu schools in the remaining 4 Districts, half rates being allowed in special cases for 2 years* in the Dhárwár District.

(*b*) Girls' schools and schools for low-caste children are entirely free schools.

(*c*) The rates of entrance and re-entrance fees are the same as monthly fees.

(*d*) The percentage of free students is generally fixed at 15 per cent.; but in a few Urdu schools in the Belgaum District and some schools in Kanára, the percentage has been raised to 30 per cent. with special sanction of the Director of Public Instruction and the District Local Boards.

(*e*) With the sanction of Local Boards, the percentage of free boys may be increased in favour of backward classes. Bhils, Kolis and similar tribes may be admitted free at any time and without reference to the sanctioned percentage on the recommendation of any District Revenue Officer. But such cases should at once be reported by the master to the Deputy Inspector. In the selection of free boys, preference should be given to boys of the agricultural and labouring classes. Boys of the advanced classes such as the Brahmanical and trading castes must in no case exceed one half of the sanctioned percentage of free pupils.

The same rules govern the schools under Municipalities.

Mission schools are generally opened for the benefit of backward classes, and charge a low rate of fee and allow a very large percentage of free studentships.

In aided Primary schools conducted by individuals the rates of fee vary from annas 2 to annas 8 per pupil according to the locality, the standard of education reached, and the social condition of the pupil. These schools admit but a small number of free

* Continued for hard times.

however include the cost on account of additional Inspecting Staff, because that is a Provincial charge.

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The case of schools under the management of individuals is a little difficult to deal with. In their case the fees are the chief source of income to the managers and next to fees are grants. Faski and Patipuja or occasional gifts by children in Indigenous schools in these days of progress bring them very little. People see that these are not in vogue in Local Board and Municipal schools and do hardly countenance them. A large private school in the Southern Division attended by 180 boys received this year R442 in the shape of fees, R89 from other sources and R172 as grant; total R703. The same was its expenditure. A grant equal to a $\frac{1}{3}$ of the expenditure is only R62 more than the grant now earned, and even $\frac{1}{2}$ the expenditure exceeds the grant by R179 and is a little over a third of fee income; and this will not be a satisfactory compensation for the loss of fees, the manager's mainstay. The compensation of Aided schools kept by individuals is thus a question bristling with difficulties, and I beg respectfully to submit that it is better to leave these schools alone. There are only 9 schools of this type and the managers may get their schools registered under the existing rules of Chapter II or III of the Grant-in-aid Code if they choose to accept the conditions.

The number of elementary Aided schools is 389 in the Division. They are all elementary schools and have been mostly kept up by men who have completed only their Vernacular 5th or 6th standard in an advanced Vernacular school. Fees or more properly the contracted quantity of grain or sum of money or both and the Government Grant are the chief sources of their income and on an average the fees amount, if converted into money, to something between R60 and 100 a year. Compensation to that extent will be required if the school is not to charge any fees. Government very properly decline to compensate these schools fully for the loss of fees which is an indeterminate amount; but are not unwilling to make a fee-grant if necessary.

In the view of the Government of India, the private schools seem to loom large on account of the large number of children they muster on the whole. But the conditions of the Division and, I am afraid, of the Bombay Presidency are quite different. Out of a total attendance of 118,743 children in the Southern Division Aided Indigenous schools both advanced and elementary claim only 17,297 or 14·5 per cent., not quite sufficient to compel consideration of how to compensate them for the loss of fees, and how to bring them to book for infringement of the principle of no payment for Primary education. Should it, however, be finally decided to abolish fees, and to lay down a rule for the compensation of aided schools I beg respectfully to suggest that ordinarily a grant equal to a 3rd of the expenditure may be continued and a maximum of 2/5 of the expenditure allowed in exceptional cases, so far as advanced Primary schools are concerned. As regards schools under Chapter III—Elementary Primary Schools—Government have recently sanctioned a grant of R15 to R88 for general efficiency and R12 for registers, and this may be supplemented by a fee-grant of R1 per pupil in average monthly number. An elementary school of 30 boys will accordingly get R45 for general efficiency, R12 for registers and R25 for average monthly number (total R82); and that may be looked upon as a living wage for an ordinary man teaching merely the 3 R's in a mechanical way. The additional cost of securing abolition of fees in aided elementary schools will amount to R15,000. If a fee-grant be not found suitable, the maximum grant for efficiency may be raised from R88 to R150 and for registers from R12 to R24. Even under this rule an elementary school of 30 boys will get R66 for efficiency and R20 for registers, or in other words R86 a fair sum for the average schoolmaster of the day. The cost under this plan would amount to R20,000 for the Southern Division.

5. The Kumta Municipal Kanchani girls' school and the Municipal Urdu school at Panvel are mixed schools attended both by girls and boys. The boys pay fees, and the girls are free, and the fees amounted to R31 in 1905-06 and to R14 in 1906-07. These schools are however technically classed as girls' or boys' schools* as the number of girls is larger or smaller than the number of boys in attendance. Aided schools levy fees from boys and girls attending their schools. The rates of fee seem to be low in Mission schools, and they vary from annas 2 to 8 in other schools. Tulshibag Málvan Kanchani school, an aided Elementary school for the girls of the dancing girls' class in the Ratnágiri District, levies fees from boys and girls attending, at annas 4 to 8 per

* Panvel Urdu school has a larger number of boys (in 1906-07) than girls and becomes a boys' school, and this accounts for smaller fee-receipts of R14 in 1906-07 against R31 of 1905-06.

pupil, and realises about R170 a year. The fee receipts form the main source of income of the mistress of the aided school.

(*a*) The subjoined table gives the Girls' schools that levy fees from girls with their fee-income :—

No.	Name of school.	Attendance. Boys.	Attendance. Girls.	Fee Income.	R	
	Aided schools maintained by Mission Societies.					
1	Basel Mission Christian girls', Gadag, Bettigeri	27	30	Aided under Chapter III.	35	
2	Parochial girls', Hubli	...	53		34	
						69
3	St. Mary's Infant, Bettigeri	5	12	Aided under Chapter II.	10	
	Aided schools managed by individuals.					
4	Hindi Girls' school, Hanagal	...	16		44	
5	Tulshibag Málvan Kanchani girls' school	20	24		171	
						225
				Total, Fee Income		294

(*b*) The rates of fees and the percentage of free students in Local Board schools are as under :—

District.	Cess-payers. Standards. I.	II.	III.	IV.	V.	VI.	VII.	Non-cess-payers. Standards. I.	II.	III.	IV.	V.	VI	VII.
	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.	Annas.
Dhárwár	1	1	1½	1½	2½	2½	3	2	2	3	3	5	5	6
Belgaum	1	1	1½	2	2½	3	3	2	2	3	4	5	6	6
Bijápur	1	1	1½	1½	2½	2½	3	2	2	3	3	5	5	6
Kánara	1	1	1	1	2	2	3	2	2	2	2	4	4	6
Ratnágiri	1	1	1	2	2	3	3	2	2	2	4	5	6	6
Kolába	1	1	1	2	2½	3	3	2	2	2	4	5	6	6

Note (*a*). In Urdu schools in the Bijápur and Kanára Districts, fees are levied at half the rates sanctioned for Vernacular schools. Full rates of fees are charged in Urdu schools in the remaining 4 Districts, half rates being allowed in special cases for 2 years* in the Dhárwár District.

(*b*) Girls' schools and schools for low-caste children are entirely free schools.

(*c*) The rates of entrance and re-entrance fees are the same as monthly fees.

(*d*) The percentage of free students is generally fixed at 15 per cent.; but in a few Urdu schools in the Belgaum District and some schools in Kanára, the percentage has been raised to 30 per cent. with special sanction of the Director of Public Instruction and the District Local Boards.

(*e*) With the sanction of Local Boards, the percentage of free boys may be increased in favour of backward classes. Bhils, Kolis and similar tribes may be admitted free at any time and without reference to the sanctioned percentage on the recommendation of any District Revenue Officer. But such cases should at once be reported by the master to the Deputy Inspector. In the selection of free boys, preference should be given to boys of the agricultural and labouring classes. Boys of the advanced classes such as the Brahmanical and trading castes must in no case exceed one half of the sanctioned percentage of free pupils.

The same rules govern the schools under Municipalities.

Mission schools are generally opened for the benefit of backward classes, and charge a low rate of fee and allow a very large percentage of free studentships.

In aided Primary schools conducted by individuals the rates of fee vary from annas 2 to annas 8 per pupil according to the locality, the standard of education reached, and the social condition of the pupil. These schools admit but a small number of free

* Continued for hard times.

students. Fees are the chief source of income to the managers, and hence they try to get out what they can for the tuition they give.

Aided elementary schools are almost all of them started by the teachers themselves, who are time-expired Kulkarnis, Joshis, Jangams (Lingayat priests) or broken down shop-keepers or men that have studied up to some higher standard in Vernacular schools, but have been unsuccessful in securing any other job. Such teachers select places and open schools on their own account and levy fees from annas 2 to 8, or work for a stipulated quantity of grain and a certain sum in cash or both. Even these aided schools have some free students; but the number is very small and they have some menial duty to perform. The tendency of elementary schools and schools maintained by individuals is to make the boys pay for the education they receive.

6. The fee receipts in aided girls' schools in this Division is R294 for 1906-07. There are no unaided girls' schools in the Division. The needful table is appended:—

Division.	Public Managed.	Aided.	Unaided.	Total.
	R	R		R
Southern Division, 1906-07	*14	294	†	308
Do. 1905-06	31	216	†	247

7. The annexed table gives the figures for pupils attending schools in 1905-06 and in 1906-07:—

Description.	1905-06.		1906-07.		Increase.	Decrease.
	Boys.	Girls.	Boys.	Girls.		
Public managed	88,594	8,102	92,566	8,880	...	...
Aided	14,164	571	14,466	794	...	...
Unaided	7,992	...	7,033	...	...	...
Total .	110,750	8,673	114,065	9,674	4,326	...
	119,423		123,739			

8. The number of unaided schools in the Division is 382. Of them 4 are Sanskrit and 49 Koran schools. The operation of these schools will not be affected by the abolition of fees in Primary schools, Local Board, Municipal, or aided.

There are 329 unaided schools of the modern Primary school type and some of them are so poorly attended as not to deserve any aid, and some are new and waiting to be registered. Most of these schools will be brought, if funds permit, on the aided list under the usual conditions. Provision of R20,000 will be required.

9. No boy that is desirous of going to school has now to remain away from it, on account of its fee rates or the limited number of free studentships. Whenever there is any hardship, the special rules are applied, and the obstacles removed. There are however certain other difficulties in the way of poor boys attending schools as explained in paragraph 12 of the Resolution. The abolition of fees will, it is expected, give the school attendance a slightly perceptible impetus, and a rise of 8 to 10 per cent. in the attendance is anticipated by the experienced managers and Deputy Inspectors, and I concur in the estimate.

10. Aided Indigenous schools in this Division are mostly venture schools, and at present receive fees or in lieu of fees payment in cash and in kind. When abolition of fees is proclaimed, and enhanced grants are made to aided schools to recoup them for their loss of fee-income, payment in cash will certainly disappear, and payments in kind will very nearly drop off without any special legislation. The latter may continue for a short time but to a very limited extent, if at all. These, I think, may be allowed to naturally disappear as they are bound to do. Interference by special legislation or vigilance on the part of the Inspecting staff is not desirable. It will, I am afraid, result in more harm than good.

11. With the exception of a few Sanskrit schools and Mission schools, advanced and elementary, there are no aided schools in the Southern Division which are in receipt of *boná fide* voluntary contributions. The number of aided Primary schools which at present entirely depend on their grant and fees is 398; of these only 8 are under passed men and one under a pensioner, a retired trained master. The abolition of fees will probably bring on the results described in paragraph 14 of the Resolution under

* As explained in paragraph 5, the amount collected is from boys attending a mixed Municipal school technically called a girls' school.

† No unaided girls' schools in the Division.

reference. The aided elementary school will gradually merge into a Local Board school, and the fact is not one to be regretted as very few of the aided schools are under teachers fully qualified for the work. It is, however, hoped that liberal grants will encourage better men to come forward and start well conducted schools and thus supplement the Departmental agency.

12. Opinions on the supply of books and other school requisites are divided. Some say that these should be supplied to all pupils without distinction, some to pupils up to a certain stage of instruction only, and some would restrict the gift to poor boys alone. If Primary education is made free, I think the book and other school requisites may also be supplied free of charge to all pupils. I estimate the cost at R1 per pupil on an average, and the amount required on this account for the Southern Division will be R1,01,446 a year for the Government school* and for the Local Board and Municipal schools and R15,179 for aided schools—total R1,16,625 a year, for the first 2 or 3 years.

13. The abolition of fees has to be *per saltum* for reasons given by Government, if it is decided upon, and this is the view of all those that were consulted on the point. I beg to respectfully urge once more, however, that improvement and expansion of Primary schools should be provided side by side if not antecedent to the abolition of fees. Should funds be not found for both, improvement and expansion should be allowed a prior claim—at the same time a step in the direction of abolition of fees may also be taken by raising the percentage of free-studentships in Local Board and Municipal schools from 15 per cent. to 40 per cent. to make it possible for a large number of poor boys to attend school if they can otherwise do so. Slightly enhanced grants can also be made to aided schools, admitting poor boys, just as is done now in the case of girls and boys of backward classes.

14. To sum up, the cost would be:—

	R
Grant to Local Boards to recoup their loss of fee income	62,034
Grant to cover expansion, the direct outcome of the scheme	6,203
Additional staff	21,504
Additional accommodation	4,560
Grant to Municipal Boards to recoup their loss in fee income	17,355
Grant to cover expansion	1,735
Additional staff	4,788
Additional accommodation	1,020
Fee-grant to aided schools	15,000
Provision for unaided schools	20,000
Grant for book and other requisites to Local Boards (including one Government school)	81,301
Grant for book and other requisites to Municipal Boards	20,145
Grant for book and other requisites to aided schools	15,179
GRAND TOTAL	2,70,824

From the Deputy Educational Inspector, Belgaum, to the Educational Inspector, S. D., no. 256 of 1907-08, dated the 11th May 1907.

With reference to your memorandum no. 8911 of the 21st January last, I have the honour to report as under.

The abolition of fees in all Primary schools would, if it could be carried out, be of the greatest benefit to people, and I beg to submit the following considerations on the policy and the cost of the measure as required.

1. The Policy of the measure.—According to paragraph 2 of the Government of India's letter no. 882 of the 22nd November last, the abolition of fees in Primary schools is regarded "as a form of relief to certain classes of the community akin to the reduction of taxation and as an educational measure intended to remove an obstacle to the spread of Primary education." With regard to the first object of the measure, affecting, as it does, the existing Primary schools, I beg to say that, as matters now stand, the larger proportion of the children receiving Primary education belong to trading, artizan, priestly, and well-to-do agricultural classes, and the proportion of the really poorer classes sending their children to Primary schools is comparatively small. As rightly anticipated in paragraph 12 of Government of India's letter and paragraph 9 of the Director of Public Instruction's letter, the abolition of fees in the Primary schools will not lead to any considerable increase of the attendance, as the proportion of boys who are prevented from attending a Primary school merely by reason of the levy of fees is not large, and, as far as I can judge from the enquiries I have made in several villages in the District, the attendance at Primary schools is not likely to increase more than 10 per cent. at the utmost by the abolition of the fees. It is, therefore, in the first place, very doubtful, whether the relief afforded by the abolition of fees will, at least in the near future, reach those communities who stand in any real

* Practising School attached to the Dharwar Training College.

need of it. Secondly, as the abolition of fees, while it will deprive Government of substantial educational receipts, will not lead to any substantial increase in the attendance of children, it is worthy of consideration whether it will be expedient to forego the present educational receipts from fees which, with the additional funds that the Government of India can spend on Primary Education, can be utilized in furthering the cause of Primary Education in a more thorough-going and far more beneficial manner than it appears to be possible to do by the wholesale abolition of fees, as will, I trust, be apparent from the following considerations.

Speaking of only the Belgaum District, there are 1,077 towns and inhabited villages, of which only 270 or 26 per cent. have schools of some sort or other, and 807 or 74 per cent. of them are without a school of any kind. If, therefore, fees be abolished in the existing schools, while 26 per cent. of the villages will have the benefit of free Primary Education, the remaining 74 per cent. of villages will remain without any means of Primary Education whatever. Of the 807 villages in the District which have no schools, 257 have each a population over 500 and are as important as several of the villages where flourishing Local Board village schools now exist, and I have no doubt that well attended Primary schools can be started at all these villages. I have already on hand applications for schools from about 50 villages, the people whereof are willing to provide accommodation for schools and contributions by private subscriptions from R10 to R40 towards the initial expenditure on account of furniture, etc., for starting the schools. But owing to the unsatisfactory condition of the Educational Funds of the Local Board, it has not been hitherto found possible to give schools to these villages. All these villages, as also the villages which have not actually applied for schools, have legitimate grounds for complaint, and several of them have complained that, though they have been paying Local Fund cess for years like other villages which have Local Board schools, they have not been given schools. If, therefore, the existing Primary schools are made free, and no provision is made at the same time for an extension of schools on a very large scale, the distinction will, I think, be all the more invidious and unjust, and in that case the Primary Education will not have been brought within the reach of all as contemplated in the last sentence of paragraph 4 of Government of India's letter, but brought within the reach of only all those who reside in 26 per cent. of the villages in the District. I would, therefore, strongly urge that along with the abolition of fees provision be made for the opening of at least as many more Local Board schools as there are at present, so that there may be in all about 500 schools in the District, every other village in the District thus having a school, and the Primary Education may be fairly said to have been brought within the reach of all. If, however, funds be not available for such an extension of Primary schools side by side with the abolition of school fees, I should consider the duty of bringing Primary Education fairly within the reach of all to be of much greater importance than the indiscriminate abolition of fees in all schools and for all classes of people, and I would suggest for your consideration in that case, if it would not be expedient only to remove the present fixed percentage of free students in each school and to make Primary Education free for all those boys whose parents or legal guardians are certified to be too poor to pay for their schooling. Such a measure, while it will remove an obstacle in the way of those who are really prevented by their poverty from giving elementary education to their children, will leave in the hands of Government almost the whole of the present income from fees, which with all the additional funds that the Government of India will provide may be utilized in bringing education fairly within reach of all the villages in the District, and this measure with free education for all poor boys will, I think, be the first and most proper step in the direction of making Primary Education, in the long run as funds permit, universal, free and compulsory in the whole country.

II. The cost of the measure.—No fees are charged in girls' schools and in schools for depressed classes. Taking the figures for the official year just closed, there were in this district 230 Local Board schools for boys which levied fees and the fee receipts for the year amounted to R11,950-2-4. When fees are abolished, Government propose to compensate the Local Board for the loss of this income. I beg to submit, however, that as the abolition of fees in schools is likely to be followed by an increase in the attendance at the schools, provision is necessary for the additional teaching staff and accommodation that will be required and these items of increased expenditure have to be taken into account in calculating the additional grant to be given to the Local Board to enable it to abolish the fees and to meet the other requirements of the schools which are the direct results of the abolition of the fees. In view of the fact that the levy of fees is not the only, nor the principal obstacle in the way of the poorer classes of people sending their children to Primary schools, the abolition of fees will not lead to a large percentage of increase in the attendance immediately, but from the enquiries I have made in several villages in the district, I have reason to believe that the present attendance in the Local Board schools in the district will increase by 10 per cent. by the abolition of fees. The attendance at all the Local Board boys' schools on the 31st March last being 12,956, the abolition of fees may thus be expected to be followed by an increase of 1,295

(*a*) Local Board schools.

pupils which will require an addition of at least 43 assistants to the existing teaching staff at the rate of one assistant for every 30 additional pupils; and taking the present minimum pay of an assistant which is R7 per mensem the increased expenditure under this head will be R301 per mensem or R3,612 per annum. The increased attendance will also require additional accommodation, and I beg to state in this connection that, as the inspection reports on the Local Board schools will show, a very large number of the existing Local Board schools in the district have insufficient accommodation and neither rent-free nor rented accommodation is available at the places. Over 75 schools out of 230 schools in Local Board area fall under this category and the accommodation in most of the remaining schools is just sufficient for the present attendance at the schools. With the decrease of plague the attendance at all the schools has been rapidly rising and the difficulty of finding accommodation has been yearly increasing. So far the Local Board with its finances crippled by plague and famine has been able to do very little in providing suitable accommodation for schools. In fact the Local Board has been able to construct few new school-houses during recent years and the popular contributions from several villages have lain unutilized owing to the inability of the Local Board to supplement the popular contributions by grants from Local Funds. With the still further rise of attendance due to the abolition of fees, therefore, provision will have to be made by Government for additional accommodation by way of additional rent in a few cases and additional building grants in a large majority of cases or else admission to schools will have to be limited to the accommodation available which will indeed defeat the very object of free education. An exact estimate of building grants that may be found necessary cannot be formed at present, but it appears to be necessary to have in view a considerable increase of expenditure under this head in the near future which the Local Board will not be able to meet. With regard to the increased rent that may be found necessary on a rough calculation, I estimate that R50 per mensem or R600 per year will be required for house-rent for increased attendance due to the abolition of fees.

I think I may also say in this connection that the levy of fees in schools situated in different and, in some cases, in out-of-the-way places in the district serves to a large extent to prevent the false registration or merely nominal attendance of boys at schools. The abolition of fees will remove this check on false attendance at schools and it will, therefore, require an addition to the inspecting staff for more vigilant and frequent inspection of schools than is possible at present, to ensure that the abolition of fees does not merely lead to bogus attendance, but that it really benefits those whom it should benefit. But as exact requirements in this behalf cannot be known at the commencement, the consideration of this matter, though it will have to be considered eventually, may be left out for the present.

The additional annual grants, therefore, necessary for enabling the Local Board to carry out the proposed measure of the abolition of fees will, excluding the provision for building grants and increased inspecting staff, be approximately as under:—

R.	*a.*	*p.*	
11,950	0	0	for loss of fees.
3,612	0	0	for additional assistants.
600	0	0	for additional house-rent.
16,162	0	0	

(*b*) Municipal schools.

I believe I am not expected to give an opinion in regard to the additional grants that may be required by the Municipal Boards in the district to enable them to abolish the fees in their schools, as the Municipalities are said to have been addressed separately by the Director of Public Instruction. But from what I know of the Municipal expenditure on schools in the district, I believe the Municipalities will be able to give effect to the proposed measure of the abolition of fees, if the grants to them are raised to half the total expenditure incurred by them on schools, as sanctioned by Government Resolution no. 1752 of the 29th August 1903, Educational Department, the grants being revised every two years instead of every five years or at the discretion of Government under the Resolution.

(*c*) Primary schools under the management of societies or individuals.

There are only four such schools in the district, *viz.*, two boys' schools managed by the Methodist Episcopal Mission at Belgaum and Bail-Hongal, and two managed by private individuals at Athani. The fee receipts of the two Mission schools for the year 1905-06 were together R388 (R324 + R64) and the total expenditure on the two schools for the year was R1,471 (R1,096 + R375). The fee receipts were a little over $\frac{1}{4}$ the total expenditure, and I believe the Methodist Episcopal Mission will be only too glad to abolish the fees on their schools by a grant of $\frac{1}{3}$ the total expenditure on their schools, as this will ensure to them a surer income than that received from the actual fee receipts, as the Mission cannot afford to be so strict in the levy of school fees in their schools as the Government or Local Board can in their schools, and I believe further that when fees are abolished in Local Board and Municipal schools, the Mission Societies will through their own interest as proselytising

bodies abolish fees in their schools, whether or not additional grants corresponding to the loss of income from fees are given to them. With regard to the two aided Primary schools owned by two private individuals at Athani, I beg to attach hereto in original the replies received from their managers from which it will be seen that more than half the total expenditure on the schools is met from fees and the managers seem to be unwilling to abolish the fees in their schools unless at least grants are given to cover the full receipts from fees. The figures of fee receipts, Government grant, and the total expenditure on account of the two schools for 1906-07 are as under:—

	Fee receipts.	Government grant.	Total expenditure.
	R	R	R
School no. I	442	172	703
School no. II	264	120	478
	706	292	1,181

The average daily number on the rolls at school no. I during the year was 160 and that at school no. II, 94. The fee receipts per boy in the two schools were, therefore, R2-12-2 in school no. I, and R2-12-11 in school no. II. The proportion of fee receipts to the total expenditure on the schools is rather too high, and as the fee receipts are a variable amount, I would suggest as a compromise that R2 per boy of average daily number on the rolls may be granted to the schools as compensation for loss of income from fees.

(*d*) Indigenous schools, both old fashioned and modern.

The question of compensating the aided indigenous schools for loss of fees does not appear to be easy of solution. The indigenous schools of the old type in which the village Pantoji, or Ayyâ, received voluntary subscriptions in cash or kind from people have been a thing of the past, and there are now no such schools in the District. Their place has been taken up by the modern type of indigenous schools, of which there are 56 in this District, and they come almost without exception under the category of venture schools which are private concerns of individual teachers who enter into yearly contracts with the prominent men of villages for giving elementary education to their children during the contract year. The terms of the contracts vary in different cases. In some cases, the teacher engages to teach the children of two or three persons in a village and he is paid for his labour partly in cash and partly in kind. The usual remuneration is from R30 to R40 in cash and R20 to R30 in kind. He is also allowed to teach the children of other persons in the village from whom he levies fees. In some cases two or three principal men of a village engage the teacher to teach their own children and agree to pay him partly in cash and partly in kind. The teacher has, however, also to teach the children of other persons from the village who may send their children to the school and the principal persons engaging the teacher receive contributions in cash or kind from the parents of the latter children. The Government grant usually belongs to the teacher himself in addition to the amount stipulated to be paid to him by the villagers. Forty-four out of the 56 indigenous schools in the district fall under these categories, and of the remaining, 6 receive only subscriptions in cash for instructing the children of the subscribers and there are 6 indigenous schools in the district regularly levying fees in cash from all boys. It is difficult to determine what portion of the total income of the indigenous school master can be properly regarded as fees, for the loss of which the master is to be compensated. At the same time as the indigenous school master receives no voluntary subscriptions and depends entirely for his maintenance on his income from fees in cash and kind and on the Government grant, it appears that, if he is to live and give free education to all children attending his school, he will naturally expect to be paid the full income he receives from the villagers. The total amount of such income received in cash or kind by the 56 indigenous schools in the district was R3,902 and the average income for each school was R64. Now, if the indigenous school masters have to impart instruction free of charge, they will necessarily have to be compensated for the loss of income which on an average is R64 per school, besides the Government grant to be earned according to the attendance at inspection and the efficiency of the schools, and the total yearly amount that will have to be assigned to payments to the existing indigenous schools to compensate them for loss of income from fees is R3,902. It would indeed be difficult if not almost impracticable to ascertain in each individual case the precise amount to be paid as compensation for loss of income from fees in cash and in kind as set forth above, as the income varies according to local circumstances, and it would, therefore, appear necessary to have a fixed rate at which compensation for loss of income from fees may be paid. To fix such a rate I would take an average Local Board school of 30 children teaching Vernacular Standards I to IV. Such a school would have, under ordinary circumstances, an average monthly number of 22 to 25 boys on the rolls and an average daily attendance of 18 to 20 boys and the income from fees of such a school would be about R50 per annum or R2 per boy of average monthly number on the rolls or R2½ per

boy of average daily attendance. I have arrived at this rate by taking the actual figures of some average Local Board schools in the district with one teacher and I believe it would be a reasonable rate at which compensation may be given to indigenous schools. The average monthly number on the rolls of all the indigenous schools in the district being 1,618, the amount required for compensation of fees at R2 per boy of average monthly number on the rolls will be R3,236.

(e) Aided girls' schools.

There is only one aided indigenous girls' school in the district, *viz.*, the Urdu girls' school at Chikodi, and it is maintained by private subscriptions paid by the parents of the girls attending the school, the income of the master from subscriptions for the last year being R50. If this income be paid to the master by the Department he will surely give free instruction to the girls attending the school. The school is included in the indigenous schools mentioned in paragraph (*a*) above.

Unaided Primary schools.

I have no information of such schools in the district and their number, if any exist, is too small to deserve any notice. As to making them impart free education, and compensating them for loss of income from fees which will result therefrom, I think the schools may be let alone till they seek aid from the Department.

Cost of books, etc., to be supplied to children attending Primary schools.

I have tried to strike an average cost of books, etc., required by each scholar such as is contemplated in paragraph 12 of the Director of Public Instruction's letter and have taken for the purpose all kinds of schools, Kanarese, Marathi and Urdu both for boys and girls under the Belgaum Municipality. I find the average cost of annual supply of books, writing materials, etc., to each boy attending a primary school to be R1-2-4. A statement in original giving the actual figures from which the average is struck is attached hereto for reference.

With regard to paragraph 16 of the Government of India's letter, I beg to say that nothing would be more desirable than abolishing fees in all Primary schools *per saltum*, if it were financially possible to abolish fees in all Primary schools, and to bring it at the same time within the reach of all by giving a school to every second village in the district. If this be not financially possible, I think the first right step in the direction of making Primary Education free would be, as I have stated above with reasons, to make it free only for the poor, and extend it on a very large scale till it can be fairly said to have been brought within the reach of all, when it would be right time to take the next step of making it free for all rich and poor alike.

A summary of the annual cost of the measure for abolition of fees as detailed in paragraph 2 above is as under:—

	R
Compensation for the loss of fees to Local Board boys' schools	11,950
Cost of additional assistants	3,612
Additional house-rent	600
Compensation to aided Primary schools managed by societies	388
Compensation to aided Primary schools managed by individuals	706
Compensation to aided indigenous schools in Local Board area	3,236
Compensation to indigenous schools in Municipal area	710
Total cost	21,202

From the Deputy Educational Inspector, Dhárwár, to the Educational Inspector, Southern Division, no. 169 of 1907-08, dated the 4th May 1907.

In compliance with your no. 8916 of 21st January 1907, I have the honour to report as below.

2. The Government of India, having to deal with the whole of British India, has, for its investigation, taken a wide field, but this is curtailed by the Director of Public Instruction by his no. 9204 of 8th January. According to his and your instructions, I have confined the scope of this report to the inquiry regarding the probable costs, which the Government shall have to incur, in carrying out the contemplated measure of free education, and its effect on the primary schools of each class, which exist in the Presidency.

3. In paragraph 3 of his no. 9204 of 8th January, the Director of Public Instruction has, for inquiry and report, enumerated the following classes of schools:—

(1) The Primary schools under the District Board.

(2) The Primary schools under the Municipal Board.

(3) The Primary schools under the management of societies.

(4) The Prmary schools under the management of individuals.

(5) Aided indigenous schools of modern type.

(6) Aided indigenous schools of old type.

(7) Unaided indigenous schools of ancient as well as modern type.

In the above enumeration the Director of Public Instruction has grouped together the schools coming under (3) and (4) as well as those coming under (5) and (6). I have for the sake of convenience separated them. For the same reason I have included in the enumeration the unaided schools, separately dealt with in the Government Resolution, as well as in the Director of Public Instruction's letter under report.

For convenience and brevity I shall take each class in the order stated above.

The Primary schools for boys under the management of the District Board.

4. The girls' schools are all free and remarks on them are unnecessary. Regarding the boys' schools I beg to state that there exists no special difficulty in making them free. They are not dependent on their fee income. In the Dhárwár District out of ₨1,47,244 expended on them during the year 1906-07, the fee receipts contributed only ₨17,651, the rest of the expenditure was met mainly by the cess receipts and Government grant. The probable additional expenditure which it shall be necessary to incur, owing to the increase in attendance which shall take place, as the immediate result of the measure, requires some consideration as opinions are likely to differ on this point. The aim of Government in opening primary schools throughout the country has all along been to give education to every pupil, however poor he may be, who seeks for it and the fee-rules were therefore framed and modified from time to time, keeping always this aim in view. At present, the girls whether attending the special schools or the ordinary schools for boys are all free and so also the low castes both boys and girls. The backward castes, such as Korvis, Lamans, Vadras, etc., who stand a little higher than the low castes in the gradation of Hindu castes, are admitted free with the consent of the Local Board, irrespective of sanctioned percentage of free students. The sanctioned percentage of free students (15 in the case of Hindus and 30 in the case of Mahomedans) is fixed, as it is thought sufficient to extend the benefit of the school to every poor boy, who desires for it. It is quite open to the Board to increase the percentage at any time, if it be found insufficient to give full effect to the aim of Government. The fee rates are moderate and are within the means of every parent, having desire to educate his son, and having, at the same time, means to feed him while under instruction. The agriculturists are charged half the sanctioned rates, and also the Mahomedans who are generally enumerated in the list of castes backward in education. The rules, therefore, are liberal and complaints against them have never been heard. It is my opinion that every boy wishing for education is already under instruction in our school, provided it is in his own village and that the introduction of the measure of free education shall effect only a very small increase in the present school attendance. A few indifferent parents may be tempted to enlist the names of their sons on the school register when they find that they can do so without paying anything. A few poor boys, who, owing to the poverty of their parents, are under the necessity of earning their own bread may also seek admission to the school charmed by the novelty of the measure. Any increase effected by the enlistment of the children of this kind shall be only temporary. Their names shall soon cease to appear on the registers. The masters also may be placed under the temptation of registering nominal names either to show increased prosperity of their schools or to ask for more assistants. But this evil can, though with considerable difficulty, be checked by efficient supervision. The measure under the contemplation of Government cannot, therefore, add materially to the number now enrolled. It cannot, however, be said that its effect on school attendance shall be nil. In compliance with your instructions, I made inquiries on this point in backward as well as advanced villages, and the result leads me to believe that the present attendance for the whole District shall, by the introduction of the measure, be increased by 8 to 10 per cent. The number of boys enrolled in the Local Board schools at the end of the year 1906-07 was 21,266. The probable increase shall, therefore, be 2,100 boys and at the rate of ₨5 for every boy, the Government shall have to provide ₨10,000 in making teaching provision for the increased attendance in addition to ₨18,000 in making up the loss of fee-income. If the expenses on buildings and supervision be added, the immediate financial effect of the measure shall be an increase of expenditure by ₨30,000 to ₨32,000.

5. It is very difficult to give any decided opinion on the moral effects of the measure, which is not tried before in any part of the British India. Some thing may be learnt from the experience of the Baroda State where, it is said, the system of free education has been in force for some time. The school discipline shall to some extent be relaxed, it being very difficult to enforce regular attendance on boys, who shall be free to attend or cease to attend a school at any time according to their pleasure. If checks of some other kind such as fines, etc., be imposed, the main object of universal education shall be frustrated. For securing an effective check on the tendency of masters to enlist nominal names, the inspecting staff of the District, which is already insufficient, shall have to be considerably increased. Most of the schools are not well accommodated and many are located in buildings, where it is almost impossible to carry on the work of teaching. It is not possible or even justifiable to take a master to task for bad teaching or bad attendance when he is working at a disadvantage on account of insufficient, unwholesome, and inconvenient buildings. The introduction of the system of

free education shall only augment this evil and deteriorate efficiency of teaching, unless the Government be prepared to lay out vast sums in making provision for decent school buildings. I do not wish to condemn a measure which, it is said, has been in force in all the civilized countries and of which I have as yet no experience, but what I mean to assert is that every policy which has tendency to increase the number of pupils, shall deteriorate the education of the masses, unless due provision be not, at the same time, made for more efficient and better paid teachers, better buildings, more inspectors, etc.

Primary schools under the management of Municipalities.

6. The remarks on Local Board schools apply to those maintained by the Municipal Bodies. A very small portion of the total expenditure on them is met from the fee-income. It is sufficient in their case if their loss of fee-income be made up by increasing proportionately their present grant. It shall also be necessary to increase their grant, in proportion to the additional expenditure they shall incur in making adequate teaching provision for the increased attendance. It is difficult to estimate how far the present number under instruction shall rise on the introduction of the measure in large towns such as Hubli and Gadag, where the population is of mixed character, but the smaller Municipal towns do not materially differ from towns of similar size in the Local Board area. In their case the probable increase can approximately be fixed at 10 per cent. of the present numbers. Each Municipality may be called upon to submit its own estimate on this point.

Primary schools under the management of societies.

7. The Primary society schools in this District are all owned by Missionary bodies. The fee charged in them is generally less than what is charged in the Municipal or Local Board schools. The object of the Missionaries in opening schools is not to derive an income, but to propagate their religion and to improve the moral and material condition of the backward classes. They charge fee at present simply to maintain an uniformity with Local Boards and Municipal bodies and for the sake of discipline. They shall, I believe, gladly dispense with it and shall not even ask for any increase in the present rate of grant.

Primary schools under the management of individuals.

8. The schools of this class do not exist in this District. If they exist at all in other Districts their number is necessarily too small to deserve any notice. They are managed by private individuals whose object in opening them is to derive an income, the only source for which is the fee-collections. They have no funds to fall upon. The fee-collections in such a school are, therefore, so large as to cover all its costs and to leave in addition a sufficient remuneration to the proprietor or manager. If such a school be asked to abolish the levying of fees, the Government shall have to bear the whole of its expenditure and give some remuneration to the proprietor. The school is no longer a private school. It is converted into a Government institution. This is by no means desirable. It should, in my opinion, be left to itself and shall soon cease to exist when the measure of free education is introduced in the Local Board and Municipal schools. This point is discussed in detail in the next paragraph.

The aided indigenous schools of modern fashion.

9. What shall be the effect if the fee system be dispensed with in these schools requires a very careful consideration. These schools do not generally exist in places where the educational wants of the people are supplied by the Local and the Municipal Board schools. A few of them existing in towns and large villages, side by side with the Municipal or Local Board schools, are exceptions. In towns they are opened by active men for the sake of earning their bread and are patronised by petty traders and artisans too backward to appreciate the course as well as the method of teaching followed in the Local Board and Municipal schools. In some localities it is found necessary to encourage them when the attendance of the Local Board or Municipal schools outgrows the available space in the school building. In all such cases the course of instruction is limited to standard II or standard III. These schools, *i.e.*, those existing in towns and villages, having similar institutions under the management of Local or Municipal Boards, are few in number. A great majority of aided schools exist in villages and hamlets which are either too small to deserve a Board school or to which the Board, on account of its limited financial resources, has been unable to give it. All of them are under the management of individuals, who having finished their course of study in a Local Board or Municipal school, according to standard V to VII, set up a school of their own in villages and are remunerated by fees which are collected monthly or yearly according to the terms of their contract with the parents in cash or in kind or in both. The course of instruction given in them is generally on the line prescribed for the Local Board rural schools. They are registered for grants under Chapter III of the Grant-in-aid Code, are examined and awarded grants every year, as prescribed in the Code. The income of the master of such a school is mainly derived from fees paid by parents, supplemented by the Government grant. He depends more on fees and less on grant. Hence a check is placed on the number of schools as they can be opened only in such places

where the people are able and willing to pay. The remuneration which a master receives for his services is determined by his own worth as a teacher, his attainments, the ability of the people to pay, and their need of his services. It is in fact regulated by the law of demand and supply. If the price of his services be fixed at R100 and if he gets R40 in the shape of grant, he shall cease to work if his fee-collections do not amount to R60. If he be prohibited from his fee-income, his school shall no longer exist unless he be given the full price of his services, *i.e.*, R100 by Government. Even though the present grant of R40 be increased by $\frac{1}{3}$, $\frac{2}{5}$, or $\frac{1}{2}$, *i.e.*, even though it be raised to R54, R56, or R60, he shall not be able to continue it and will seek some other employment. The result will be that all or most of the aided schools shall be closed. If it be supposed that the Government is prepared to pay the remuneration of the teacher in full, the result shall, in my opinion, be still more complicated. The master shall then be entirely dependent on Government. He shall, in fact, become a Government servant and his school a Government institution. The number of aided schools shall rise indefinitely and ultimately each village or hamlet shall have its own school. The masters being no longer dependent on the people for wages, every person who has received some education in a Local Board school (such men are found everywhere) and who is classed as literate, such as Kulkarnis out of office, petty shopkeepers, jangams (Lingáyat priests), etc., shall be tempted to open a school in their own or a neighbouring village and get it registered. The Government shall then be bound to register all of them if they satisfy the conditions of the Grant-in-aid Code. For it cannot register some and reject others. All such schools shall be Government institutions. In fact, every village shall have its own school maintained by Government. The remuneration of the master shall not then be regulated by the law of demand and supply. The Government shall have to fix it according to his worth as a teacher and his educational attainments. If all this be accomplished, the utmost wishes of educationalists, philanthropists and newspaper critics shall be accomplished. But the question for consideration is, whether the Government has funds to carry out a scheme of such magnitude. If it has, it is well and good. If not, it is better to leave the indigenous schools to go on as they do at present. The masters may be left as at present to arrange their own terms with the people. To ensure greater efficiency of teaching and to make them less and less dependent on the people, it is enough if greater and greater liberality be shown in awarding grants according as funds permit.

10. In paragraph 16 of his letter the Director of Public Instruction has asked for opinion whether any special legislation is necessary to prevent the masters of aided schools from receiving fees against the order of Government. I have pointed above the impossibility of maintaining a school without levying fees, if the Government grant be not raised to the full amount of the price of the master's services. When all the aided indigenous schools are thus closed, the villages having no Local Board school but anxious to advance the state of the future generation of the village by giving them education, shall still maintain schools supported by fee-income, but they shall remain unregistered for the reason that they are not free-schools. If such a school applies for registration it can only do so after a secret understanding between the parents and masters for payment. It is not possible to prevent such secret agreements because both the contracting parties are interested in keeping the same in darkness. Even when it sees light, how to deal with it is a question difficult for solution. When a master is found to receive fees contrary to the orders of Government, and to his agreement with the Department, all that the Department can do is to make him forfeit his grant. His school shall then be an unregistered institution as before. It is, therefore, impossible to prevent such private agreements and unfair to treat them as criminal offences when they are brought to light.

11. The Government of India though fully aware of the many-sided difficulties that lie in the way of extending the benefits of free education to the aided schools under individual management, is, it appears, very anxious to do so for certain reasons which do not however apply to the Presidency of Bombay. It is asserted that $\frac{2}{3}$ of the pupils are receiving instruction in aided schools under individual management and only $\frac{1}{3}$ in those managed by public bodies. It is argued that any system of free education or universal education shall be incomplete if it does not recognise $\frac{2}{3}$ of the total number under instruction. The argument, however, does not hold good in the case of the Bombay Presidency. In the Dhárwár District, which is one of the advanced Districts in the Presidency, aided schools under the management of the individuals contributed, as you will notice in the annual statements lately submitted, only 4,200 pupils to the total number of nearly 37,000 pupils under instruction. It is, therefore, not advisable to risk the uncertainty and complicated results pointed out in the two preceding paragraphs for the sake of a small minority.

Aided indigenous schools of old fashion.

12. The old fashioned indigenous schools imparting free secular education conducted by family Guru are not in existence, and did not, as far as I can ascertain, exist in former time. It is true that every instruction, secular or religious, was at one time in the hands of priests. The religious education was given free, but for secular education fees were charged either in cash or kind.

The teacher in charge of a secular school sometimes received presents from parents. But he received it in his character of a priest and not as remuneration for services rendered. The priest teacher being in closer touch with the parents may have been more fortunate in this respect than other priests. The teachers of religious schools imparted religious education not for fees or any remuneration from the parents, but for the propagation of their own learning and for obtaining fame for themselves for piety or learning. In the Dhárwár District there are 5 schools which teach Sanskrit language with the object of preparing people for receiving religious education. They are free schools kept by priests who are, however, occasionally rewarded by public contributions and private gifts. They are registered as special schools and receive Government grant. As they are free schools and as their number is very small, it is not necessary to interfere with them.

Unregistered schools.

13. The Director of Public Instruction has expressed his opinion that these schools should be left to themselves so long as they do not ask for aid. When they do so, they may be brought on the grant-in-aid list provided they satisfy the conditions of the Code, and may then be dealt with, as ordinary aided schools, managed by private individuals. The number of schools of this class is limited and such of them as deserved Government aid are in receipt of it. The system of free education cannot be enforced on unaided schools, as long as they keep themselves aloof from the patronage or interference of the Government Educational Department.

14. For reasons stated in the lengthy report, my opinion is that the measure of free education may be introduced in all Primary schools under the management of the Local Board, Municipal Board and in Society schools. The Primary schools under the management of individuals, and all aided indigenous schools and all unregistered schools may be allowed to remain as they are. The Grant-in-aid Code may, if funds be available, be made more liberal.

15. The estimate of costs in supplying free of charge all the pupils under instruction with books and other school requisites, can be fixed on the following basis. The distribution of pupils in a school having on its rolls 100 pupils is generally as given below:—

2	learning	standard	VII.
3	do.	do.	VI.
5	do.	do.	V.
8	do.	do.	IV.
12	do.	do.	III.
16	do.	do.	II.
20	do.	do.	I.
38	in the infant and below standard class.		

At the rate of annas 8 to every boy of infant class, annas 12 of standards I and II, R1¼ of standards III and IV, R2 of standards V and VI, R4 of standard VII, a school of 100 boys requires, roughly, R100, *i.e.*, each pupil under instruction costs a rupee. At this rate the District of Dhárwár shall require R37,000 for the first year and a sum of R25,000 for every succeeding year. A portion of the books and slates purchased in one year can, by due care, be reserved for the next year.

From the Revd. CANON RIVINGTON, Betigeri, Gadag, to the Acting Educational Inspector, Dhárwár, dated the 30th January 1907.

I have to thank you for sending me last week a copy of the Government of India's letter about the proposal to abolish fees in all primary schools, together with the comments of the Director of Public Instruction thereon. In reply I would say:

1. Personally I shall not be much affected by the new scheme, as only one of my schools here is a primary one, and the fees are too insignificant to be taken into account; the cost of books, however, will be an additional expense.

2. Other aided schools and especially the Municipal schools here will suffer considerable loss, unless the grant is calculated at half of the total expenditure. Taking the figures for 1905-06, the loss from abolition of fees would be R1,092. The grant was R2,820 and to increase this by calculating it on two-fifth instead of one-third would only give an increase of R380; so there would be a loss of R712 on this head alone. If the cost of books, etc., is to be borne by the Municipality, then R1,000 more will have to be provided in addition to making good the loss of R712. Out of an income of R40,000 the Municipality spends R8,000 yearly on primary education and between R3,000—4,000 on secondary education. An additional allotment for current educational expenses, as well as the additional cost of buildings and masters, which will be required, can hardly be borne by the Municipality.

I am not, however, writing now on behalf of the Municipality but give you the above figures as an example.

3. As far as Christians are concerned, I think it much better that they should have the stimulus to self-help that the payment of a fee provokes than that they should have everything free.

From W. WILKIE BROWN, Esq., Superintendent, U. F. C. Mission School, Koláb, dated the 26th February 1907.

I venture to express my cordial sympathy with the proposal to abolish fees in primary schools.

2. In carrying out this aim, one of the main difficulties to be contended with will most probably be irregularity of attendance. The formula, free plus compulsory, or compulsory because free, is not applicable to India; and, in rural areas at least, parents are not as a whole alive to the privileges and benefits secured to them in primary schools. I foresee a good deal of difficulty in this connection, though a remedy is not so obvious.

Fining is not desirable, as it would re-introduce under a more obnoxious name a system of payments by pupils, which it is intended to discard.

Probably the only remedy lies in improving the quality of the teaching staff, and in making the school the most attractive place in the village, so far as the children are concerned.

In enforcing the new system in all Government and aided schools, which I certainly think should be done strictly, steps should be taken to inform and, if necessary, to remind parents that the schools are absolutely free to their children. The periodical visits of the Inspecting staff and of other Government officials would be suitable occasions for doing so.

Compensation.—In my experience in my aided schools in Kolába District, the fee income amounts annually to $\frac{1}{12}$—$\frac{1}{6}$ of the expenditure, in other words it is sufficient to meet the school expenditure for a period of from one to two months per annum.

I do not think it would be necessary, in the case of aided schools, to raise the proportion of expenditure, *viz.*, $\frac{1}{3}$rd, allowed as grant under the Code. My opinion is that if this proportion were really given, it would be enough in most cases, if not in all, to compensate for the loss of fees.

This may appear to be bad business, as it means giving up the fees without any enhancement of the proportion of expenditure returnable as grant. But it is matter of common knowledge that aided schools almost never get so high a grant as one-third of the expenditure. In my own experience the grant is as low as one-fourth, or even falls to one-sixth and one-seventh. The assessment is, of course, at the discretion of the Inspecting Officer.

I venture to suggest that one-third, the proved and passed expenditure, be allowed in every case, subject to deduction for deficiency under any head, the reason for such deduction being clearly stated, so that teachers and managers may know exactly what improvement has to be made. In other words, it should be a grant not "up to" but "down from" one-third, this grant being given where a school is satisfactory under all the prescribed heads. I would willingly accept this arrangement in lieu of compensation; and I think most managers of aided schools would be prepared to do the same. Besides solving the question of compensation, it would be a strong stimulus to improving the status of such schools.

From T. P. REUSCH, Dhárwár, dated the 23rd April 1907.

I.—On the abolition of fees in Primary Schools:—

1. An entirely gratuitous education is, without any doubt, a great boon to the poor classes of any country into which it has been introduced.

2. Wherever education is being gratuitously given, the reason for it is that it had been made *compulsory* to every child to attend a school.

3. Wherever compulsory education has been introduced, there it should be gratuitously given; and there only it is where education free of charge can be unreservedly recommended and justified.

4. In India the majority of the population does not yet care for education; they have no taste for it or do not see any need or any profit of being educated. They *will not attend* school even if they have to pay nothing for it; they would do so if they were paid for it. Therefore if the fees are abolished in India without any delay, it is the better-to-do classes only or chiefly who shall be benefited by such a measure and so it will be till the lower classes come to know the profit of education.

5. The present system is more encouraging to private people to start schools here and there. As Government has not yet got teachers enough to carry on the work of

education quite alone, without the assitance of private people or societies, nothing should be done that is discouraging to the latter. And there is no doubt that, after abolishing the fees, many masters of private schools will have to give up their work or will abstain from starting new schools, because they will never feel quite certain of getting grants from the beginning, and in the absence of fees they have no income in case they do not get grants from the date of starting a new school. In all probability, many a society which has done and is still doing splendid educational work, spending for it thousands of rupees which have been collected in foreign countries, will reduce the number of their schools and give up their efforts hitherto displayed in starting new schools, in case full recompensation will not be given for the loss of fees and for the supplying each pupil with school books and writing material.

6. A school levying fees has a *secure* income from the first day of its existence; with regard to grants it is never quite sure whether they will be given according to the account of the expenditure, as the results do not always depend on the work of the master only, but also upon the manner in which the examination is being conducted.

After abolishing the fees the *whole* income will, to a great extent, depend upon the Government Inspector who examines the school. Though I myself have no fear of losing any income being full of confidence in the present staff of Inspectors, yet I know that fear of being too much dependent upon the favour of the examining Inspector will be detrimental to the interest of the work of education.

7. My opinion is that before the fees are abolished in all primary schools, *more* money ought to be spent for encouraging education among the *lower* classes, who ought to be exempted from paying fees and ought to be supplied with school books and writing material gratuitously. The abolition of school fees ought to be effected after some ten years only, *i.e.*, when a certain desire of being educated in schools has been roused, not only in a few but in *all* the classes of the community of this great country; so that the abolition of fees may be felt as a boon by at least the *majority* of the classes if not by all of them.

II.—If, however, Government should decide to abolish the fees without delay, I should like to make the following suggestions:—

1. That they should be abolished not only in Primary schools (standards I—IV) and in Upper Primary schools (standards V—VII), but for justice sake also in the Primary standards of schools for Eurasians and Europeans.

2. That the compensation for the loss of fees in the shape of increased grants should be at least so high as to prevent any school from suffering considerable loss of income; $\frac{2}{5}$ths of the total expenditure would not be a sufficient grant for all schools.

3. In calculating what the future grant of a school should be, not less than 1 rupee should be put down as the average rate of fee per year of each child, *i.e.*, of girls as well as of boys.

4. If *books* and writing material are to be given gratis to each child, the compensation for this expenditure should be given *fully*, to each school, according to the number of pupils that have been in each school throughout the year and should in no case be included into the general expenditure of the school, of which or $\frac{1}{2}$ only is to be paid as grant to the school.

III.—With regard to the Primary Schools of the *Basel* Mission in this District I add the following statements:—

1. The rate of fee for each child was fixed at one rupee; but it could not, of course, be recovered from the poorest.

2. Every *Christian girl* had to pay fees just like the boys, but Native Christian girls paid nothing.

3. Fees paid in kind have never been received in our Mission schools.

4. The total income through fees in all Basel Mission schools of the Dhárwár District is expected to amount to R2,160 during the current year (1907).

From William H. Hannum, Esq., Vengurla, to the Deputy Educational Inspector, Ratnágiri, dated the 26th February 1907.

Allow me to acknowledge with thanks the copy of Mr. Risley's letter of 22nd November 1906, which was received from you a few days ago. I have carefully read the letter, but regret to find that the question of abolition of fees in Primary schools seems so intimately bound up with Government's financial and statistical records, that it is very difficult for me to comment intelligently on the points mentioned. However, I will venture on a brief expression of my humble opinion, based on my observations in the Ratnágiri District and in the States of Kolhápur and Miraj, in which I have resided.

On paragraph 2:—The abolition of fees, viewed as a form of relief to the cultivators and lower classes, would be of large importance, because (1) those classes furnish a large proportion of the pupils, and (2) they are for the most part extremely poor.

On paragraph 3:—The answer given in the letter to the argument that fees are needed to secure regularity, to supplement revenues and to counteract popular suspicion, would seem quite sound and that argument should be accordingly set aside.

On paragraph 6:—The proposed application of the measure to primary and middle Vernacular schools, to boys' and girls' schools, and to governmentally managed schools, Municipal and Local Boards' schools and privately managed but publicly aided schools would seem to have about the proper breadth of scope.

On paragraph 7:—Concerning the compensating increase of grants and the uniform requirement of abolition of fees, I cannot think of any sort of schools within the classes specified in paragraph 6 that are entitled to claim exception.

On paragraph 10:—The proposed option to unaided schools to come on the list of aided schools should, in accordance with the Government's policy of grant-in-aid, be granted. I cannot, however, say how far they are likely to come on that list. Missions which, like our American Presbyterian Mission in Western India, strongly hold the doctrine of the separation of Church and State, would not apply for such aid.

On paragraph 12:—The increase of attendance and the consequent increase of expense to Government would likely be large and rapid, as many new schools would be opened and large expense would be demanded for buildings and for maintenance.

On paragraph 13:—I would suggest an enlarged force of Inspectors and, if possible, an elevation of the tone and qualification of teachers, especially head masters. Perhaps, the introduction of European teachers, both men and women, in the larger primary schools would create a better spirit in the teaching force.

On paragraph 15:—On account of moral effect it is doubtful whether all school requisites should be supplied free to all. They should be so given to genuinely indigent pupils and probably the greater part should be given to all primary pupils.

On paragraph 16:—The proposed abolition might well be accomplished *per saltum*.

From P. WREN, Esq., M.A., Acting Educational Inspector in Sind, to the Director of Public Instruction, Poona, no. 1459, dated the 30th April 1907.

With reference to your no. 9204, dated 8th January 1907, forwarding Government Resolution, Educational Department, no. 2370 of 19th December 1906, with the Government of India letter no. 882, dated 22nd November 1906, I have the honour to report as follows.

2. It is an open question whether the total exemption from the payment of fees in Primary schools would result in a wider diffusion of that branch of education or whether it will result in lessening of school attendance in view of the fact that an article gratuitously received loses much of its value and charm. The experience gained in England and other countries of a similar measure, and the fact that education is being largely recognized as a necessity of life, which, whether gratuitous or not, has its value, points to the conclusion that the adoption of the measure in question will not result in decrease in attendance, but will gradually result in the popularization of our primary schools. India is very backward educationally, and the realization of the necessity of education will be a matter of time. I believe that the imposition of fees has up till now not affected school attendance at all, but the introduction of the measure of free primary education will be a popular measure and is sure eventually to affect the masses. As stated in paragraph 2 of the Government of India's letter, it will be a measure of relief akin to the abolition of taxation, which, however small, will yet be appreciated by all the communities of India, as such. It is in vain to prophesy its eventual consequences at the present stage of our educational activity, but the measure may be accepted as one affording benefit to the poorest classes of the Indian native communities.

3. Closely connected with this measure is the one of 'compulsory' attendance at school. Unlike England and other civilized countries in Europe and America, India is not sufficiently evolved educationally, and the time has not yet arrived for the realization of the question and necessity of a 'compulsory education' measure.

India is in a transition stage and the influence of Western thoughts and measures which have affected the educated classes will in due course permeate the masses and the introduction of a compulsory Primary education will sooner or later be necessary. The introduction of the principle of free Primary education as a pioneer to the wider one of compulsory education appears therefore to be inevitable.

4. To consider the Government of India's letter *seriatim*:—

Paragraph 3. Fees have been always paid in kind in purely indigenous schools only.

Paragraph 6.

(*a*) There is one school of the class contemplated in this Division and that is the vernacular branch of the Lárkána·Madresseh. This institution has been started for the special benefit of the Mahomedan Zemindars of that District and teaches special standards with the sanction of the Educational Department. The recommendation made by the Government of India in connection with this class of schools that they may be allowed to charge fees commends itself to me. This particular school is attended by a generally well-to-do class of people and has large funds at its disposal for maintenance. The discontinuance of fees in this school will in no way affect its finances, and if extension of the general rule can be made to this school without any detriment to the scheme under consideration, I would recommend that this school may also share the fate of other Primary schools and not form an exception to the general rule.

(*b*) I agree with the conclusions of the Government of India that the European schools should not be affected by the general scheme.

(*c*) There are no middle vernacular schools in this Division. But speaking generally I am of the same opinion as the Government of India that the abolition of fees should affect these schools also. They apparently form a part of the Primary education system and there is no point in excluding the higher classes of the Primary schools from the benefits of the system. Should it prove that the free education measure eventually leads to increase in school attendance, a child's education may be cut off at a very early stage as the payment of fees will operate as a deterrent.

The schools which will be affected by the operation of the principle of free Primary education will be the following:—

(*i*) in Municipal area,

(*ii*) in Local Board area.

(3) Aided schools—

(*a*) Primary aided schools—

(*i*) in Municipal area,

(*ii*) in Local Board area.

(*b*) Indigenous schools—

(*i*) in Municipal area,

(*ii*) in Local Board area.

Paragraph 7.

1.—*Local Board Schools.*—I am strongly of opinion that Free Primary education for these schools is absolutely necessary. Though at present the percentages of free students are very large in these institutions and the payment of fees does not operate in keeping away children from attending school, yet I think that a general system will be vastly appreciated and considered as a boon from Government. And it may be that in course of time when the advantages of education are appreciated by the masses, the fact that no payment has to be made for a boy's education may result in large increase in village schools. The introduction of the measure will result in an inevitable loss of R5,558 to the various District Local Boards in Sind and I trust that the principle on which the Government of India propose to compensate them is sound. It is true that with the advance of time school attendance increases and this again results in increase of fee receipts and so the loss eventually will be larger. But this is a question which may be left out of consideration as compared with the benefit which the scheme is calculated to confer on the people. Any extra loss by this means can be made up by the growth of the Local Fund revenues.

2.—*Municipal Schools.*—The above remarks apply to these also. The Municipal Boards will be sufficiently compensated by the addition to their grant of the amount equal to the fee receipts. Any extra charges in this case also can be met from the growth of the respective Municipalities' revenues.

3.—(*a*) *Primary Aided Schools.*—(*I. Municipal area.*)—These offer very serious difficulties for consideration. These are either managed by Societies or individuals whose chief sources of income for maintaining these schools are the Government grant and school fees, except a few which are (*a*) situated in special localities, and (*b*) intended for special classes of people. In Sind public charity is very backward in connection with the dissemination of secular education and it is very rarely that we find schools endowed with funds. A reference to the subsidiary forms printed in the Director of Public Instruction's report will show that some schools record receipts under 'Subscriptions,' 'Endowments and other sources and Municipal grant.' Subscriptions really so called are received in schools of the description mentioned above; but in several cases the figures represent the payments made by the Managers of schools of what they receive for remuneration for their work in the schools. As a matter of fact they are only book adjustments and do not represent school assets in the real sense of the word.

'Endowments and other sources' really represent loans raised by the Managers to maintain their schools. These are necessitated for expenses until the Government grant is received, which is paid in a lump once a year. These were in several cases incurred when the schools were started first and are carried on from year to year and liquidated by small payments in years of balances. Municipal grants will appear to be made in Karáchi only and a careful scrutiny of the figures will show that these grants form a very small proportion of the expenditure.

From the above remarks it will appear that except in a few cases the principal assets of these schools are the Provincial grant and the tuition fees (and in a few cases small Municipal grants). The application of the principle enunciated in the last two sentences of paragraph 7 of the Government of India's letter and the raising of grant-rate from $\frac{1}{3}$rd to $\frac{2}{5}$ths or $\frac{1}{2}$, as proposed in paragraph 4 of your letter under reference, will not meet the situation but will result in financial ruin and certain collapse of these schools. For, if Government gives one-half, where will the other half come from? The matter was fully discussed by the Managers of aided schools in Hyderabad and they viewed the proposal with great alarm and look for the final decision with much anxiety. Some of the Managers are of opinion that exceptions to the general rule may be allowed by the exclusion from the operation of the principle of schools which are feeders of secondary schools. Others think that if Government order that the fees should be altogether remitted, then the compensation awarded should be equal to the estimated diminution in receipts by remission of fees and that this should be adjusted every year.

Neither of the principles of exclusion commends itself to me. The former will only help a small number of schools situated in Hyderabad and leave others which are equally deserving of consideration to the fate which want of funds will necessarily entail. The latter is impossible as it will introduce an uncertain element into our estimates and will be fraught with much confusion and annoyance. Besides such a course will not be feasible or expedient administratively, as it would practically mean their entire maintenance from Government grant. But I have to state that there is a good deal of force in the objections raised by the Managers of these schools. For as I have said above, the application of the principle of free primary education to these schools will result in their bankruptcy and consequent closure.

I have consulted experienced Managers and have looked into the *pros* and *cons* of this question and can suggest only one means for the solution of this difficult problem. This is:—

The exclusion of aided schools within the area of the four City Municipalities in Sind from the operation of the principle.

I strongly recommend the admission of this exception, as most of the present aided schools (especially those in Hyderabad) are very useful institutions of their kind. For, besides the fact that they impart sound and up-to-date education, they stimulate the Municipal schools in their midst to exertion and towards improvement and efficiency. Besides, their closure, which will be certain, will either cause the removal of schools from several localities and result in the prevention of several children from attending school (which they do because the schools are easily accessible) and the Municipal Boards are not able to incur any more burden on education by maintaining more schools than they do at present. Considering, therefore, all the circumstances, the only possible way, as far as I can suggest with my limited experience, of keeping up these schools, is the one mentioned above and I earnestly submit it for your consideration.

3.—(*a*) *Primary Aided Schools.—(II. Local Board area.)*—There are no such schools in this Division and the subject therefore does not require consideration.

3 (*b*) (*i*).—*Indigenous Schools* (within Municipal area).—There are a few schools of this description in Sind. They are generally attended by Hindus who pay regularly both in cash and in kind. These receipts are looked upon by the Managers not as fees but as presents and are returned as such by them in the annual statements. The latter are generally given on ceremonials, such as births, marriages, etc., and are intended to serve the time-honoured custom of giving presents to an instructor, who is looked upon as almost a "guru." In these schools instruction is imparted to children of commercial classes in Hindu Sindhi which has no educational or literary value. These schools are conducted by "Ojhas" who do not care for Government grant, which is only nominal as compared to their other income. If therefore the Department insists on their ceasing to receive these fees, they will surely withdraw from the aided list and fall out of the pale of Departmental control and guidance. As their instruction is special and outside the one fixed by the Departmental Code, I would recommend exclusion of this class of schools also from the working of the rule.

3 (*b*) (*ii*).—*Indigenous Schools* (within Local Board area).—These are numerous in this division and are situated in rural areas. They are conducted by the local mullas who are also family priests. They serve a very useful purpose in drawing boys from the field into the school by the influence they wield over their followers. They receive for the services rendered to the villagers, both as their priests and instructors of the children in the village, payments in kind and, may be, sometimes in cash. These are neither fixed nor regular. So that whatever is received by them cannot be allocated

with a view to the computation of the receipts under each of the dual capacities of the mullas. Besides, these schools are very different from the Primary Schools teaching the standard fixed by the Grant-in-aid Code. Under the circumstances I would recommend that these schools may be allowed to continue their present practice as it will not affect the general scheme, these schools being of a special character and the differentiation of receipts on account of purely educational work done by the mullas being impossible.

Paragraph 8.

From the annual return it will appear that whereas no fees are returned in girls' schools in this division in 1904-05, in 1905-06, a small sum of R38 is returned by a girls' school in Karáchi. This school is the Husani Madresseh, Karáchi, in which the girls of well-to-do "Borri" class of the Mahomedans are educated. I find that the Borris are rich people and the school can command large funds. The abolition of fees from girls' schools will not in any way affect the finances of this school.

As regards the latter portion of this paragraph, I beg to state that free percentages are allowed to the extent of 75 per cent. in necessary cases for Local Board schools and in special schools, or those situated in backward localities no fees at all are charged. Very great care is exercised that the payment of fees should not prove a deterrent to attendance at school. In the case of Municipal and aided schools the percentage admissible under the Grant-in-aid Code (*viz.*, 20 for the Primary schools) is fully made use of and this has hitherto proved a fairly large percentage to admit of all possible candidates who are really unable to pay fees to seek for admission.

Paragraph 9.

The figures given here and in the statement attached to the letter of the Government of India are for 1904-05. I attach a statement to this letter giving figures for 1905-06, on which our estimates required by the Government of India will be based. I attach a statement of 1904-05 also for purposes of comparison if necessary. The figures included in these statements have been arrived at independently of the annual returns and on comparison are found to tally with them. They are as accurate as they can possibly be. It is only in purely indigenous schools that payments are made in kind, and as it is difficult or impossible to differentiate the portion of receipts for instruction from that for other services, and as the abolition of fees in these schools will be both impossible and impolitc, if it were possible, it is not necessary to consider them. The figures therefore included in the statements attached may be considered final for our purpose.

Paragraph 10.

The Government of India has fixed its estimates of R29¾ lákhs on the figures of 1904-05. Taking the latest figures of 1905-06, it will appear that so far as Sind is concerned the estimate will have to be increased by R645 as under—

	R
Fee receipts in 1905-06 (excluding unaided schools)	28,836
Do. 1904-05 do. do.	28,191
	645

plus possible fee receipts owing to expansion in primary education since 1905-06. The unaided schools registered as such in both the years 1904-05 and 1905-06 are now on the aided list and they will also come under the operation of the rule and their fee receipts will also require to be taken into account for the purposes of our estimates. The sum of R645 will therefore require to be added to by R1,485, the fee receipts on unaided schools in 1905-06. This will give a total of R2,130.

Besides this the increase in school attendance in 1906-07 has to be considered. The year has been an abnormal one, and sickness and disease (owing to heavy rainfall and inundation of the river) have affected attendance largely. It is therefore impossible to ascertain what the increase would have been if these circumtancess had not affected attendance.

The attendance therefore in all classes of schools is found to be lower in both September and December, statistics for which months were collected with a view to computation of probable increase. It is therefore impossible to estimate it by any means except by roughly putting down a figure. The advance of primary education and its appreciation by the people leads me to the conclusion that the increase, if the year had been a normal one, would not have been less than the difference between the years 1904-05 and 1905-06. I would therefore put down this difference as the estimated increase in fee receipts which should be added to the above estimates to meet the requirement of the Government of India in this paragraph. This difference is R645 as shown above. Adding this to the increase estimated above I would suggest an addition of R2,775 on behalf of Sind to the Government of India Estimate of R29¾ lákhs with a view to an Imperial assignment to meet the loss which will be sustained by the abolition of fees.

I may here state that I have not considered the fee receipts of Government Primary schools as these have already been considered in arriving at the estimated amount of R29¾ lákhs by Government. The abolition of fees will result in the omission in the

Provincial budget on the receipt side of the receipts on account of fees of the two schools of this class (one of these has been taken on the Provincial budget since last year, it being an aided school before that). But the inclusion of an amount equal to the fee receipts of these schools in the Government of India Estimate of R29¾ lákhs will sufficiently compensate the Government of Bombay in the form of our Imperial assignment for this omission.

In calculating these estimates one thing has to be considered. I have above recommended that aided schools within the city Municipal areas should be exempted from the working of this system. If my recommendation is accepted the above estimates will have to be reduced by an amount equal to the fee receipts on those schools. The admittance of this exception will affect the estimates as under:—

The Government of India estimates, which include the fee receipts on these schools of R14,108, will be reduced by this amount and the estimate of R2,775 arrived at above will be reduced by R1,587.

To summarise, my estimated increase in the estimates arrived at by the Government of India is R2,775. But if the exclusion of aided school in city Municipal areas from the working of the principle of free Primary education is allowed the Government of India estimate of 29¾ lákhs of rupees will be reduced by R14,108 fee receipts in 1904-05, and my estimate of R2,775 will be reduced by R1,587.

Paragraph 11.

Unaided schools in this Division are only those which are either unwilling to take Government aid or are not deserving of recognition by the Department. The unaided schools shown in the accompanying statements have already been transferred on the aided list and their fee receipts have been considered in the above paragraph in estimating the possible increase over the Government of India Estimate of R29¾ lákhs. At present there is only one school of this kind on the list. In ordinary course it will be taken over on one aided list in due course of time. In consequence of the abolition of fees this school will be affected to the extent of R106 only.

So far as this Division is concerned the estimate of 9½ lákhs will be affected as under:—

From 9½ lákhs will be deducted R196 on account of fees on an unaided school in 1904-05 and R106 will be added to the balance. The effect will be a reduction of 9½ lákhs by R80.

Paragraph 12.

I am inclined to believe, and my Deputy Educational Inspectors agree with me, that the remission of fees will not materially affect school attendance at once. Our free percentage is sufficiently liberal to afford free scope for the admission of really poor boys. The points for consideration in this paragraph are:—

(1) If children now studying at home under poorly paid teachers will attend school.

(2) If children are deterred from attending school by being unable to get remission of fees or are unwilling to apply for it.

(3) If boys now in the Primary branches of secondary schools will go to purely Primary schools owing to remission of fees in them.

(4) If boys neglect to go to school from hereditary custom or because attendance at school will prevent them from learning their traditional occupation or because their services are required in the field or workshop.

I do not consider that the first three causes have operated to any appreciable extent as a deterrent to attendance at school. As a matter of fact the 1st and the 3rd are non-existent and there is no ground for the 2nd as, as already stated, our free percentages are very liberal. It is however possible that in very rare cases there might be unwillingness on the part of the guardians to apply for free admission with a view to the avoidance of social degradation involved in having their pecuniary circumstances inquired into. But the cases, if any, must be so rare as not to involve any consideration.

But the 4th cause exists and will continue to exist until the advantages of education and the influence of Western thoughts and manners which have materially moulded the character of people in large cities have permeated the masses. The introduction of a measure of compulsory primary education by a legislative enactment is the only means whereby the prejudices and apathy of the population towards education can be surmounted. But as I have already said, such a law will be taken with great distrust and will result in much discontent and hardship to the ryot. Time has not arrived for the realization of the justice and necessity of the measure. The appreciation of education and consequent increase in the school attendance will therefore be a matter of time.

Paragraph 13.

I believe that in face of a Government of India order that no fees be charged, it will not be possible for any Manager of schools to charge fees in any form. The aided schools are carefully watched in this Division and I think that no special regulations are necessary as a safeguard against deception.

Payments are made to Managers of aided indigenous schools in kind and these are valued and returned under "Other sources" in the annual statements. But as these schools have been recommended for exclusion from the general rule owing to the

impossibility or inexpediency of stopping their receipts as presents, etc., it is not necessary to consider them in connection with this paragraph.

Paragraph 14.

In ordinary course, by the general application of the principle of free Primary education without any exception, the effects of the measure will naturally be the total absorption of the aided schools into Board schools. But in this Division all the aided schools within Local Board area are the old-fashioned mulla schools which have been recommended for exclusion from the operation of the proposed increase. As has been already stated, the mullas are the hereditary priests of the villagers among whom they hold schools primarily with a view to religious instruction and incidentally with the object of earning a small grant from Government for the impartation of secular instruction which is special and different from that laid down in the code. Their income, which is almost all in kind, cannot therefore be subjected to investigation and the effects apprehended by Government will not be realised so far as these schools are concerned in this Division.

I may however state that the effect apprehended will be of a most ruinous character to aided schools in Municipal area. The spirit of charity towards the maintenance and development of secular education and endowing such schools is absolutely absent in this backward province and the system of voluntary contributions is absolutely non-existent here. Unless therefore the recommendation made in the remarks on paragraph 7, *viz.*, under 3 (*a*) (*i*), is accepted the collapse of most of the institutions of this kind is certain. I do not think that the collapse will any way result in the absorption of the schools in the Municipal Board schools. The attendance in these aided schools is very large and is due to (1) the easy accessibility to schools owing to their location in all parts of the city; (2) the efficiency of the instruction imparted; (3) the endeavours of the Managers to keep their schools full, etc., and I am very doubtful if the Municipalities will be in a position (besides their present burden on education) to bear the extra charge which will be very heavy. Besides this the closure of the schools which are at present serving a very useful purpose will inevitably result in reduction in school attendance. The absence of the aided schools will bring in its train the disappearance of the causes enumerated above which result in large attendance in these schools and this will result in the diminution of attendance. So that unless the remedy recommended is applied for the continuance of the aided schools in Municipal area, the object of an eventual rise in attendance at school, which the measure under consideration is intended to serve, will be defeated.

The schools in receipt of voluntary subscription in this Division are of the following description:—

(1) *Indigenous schools both within Local Board and Municipal area.*—These were 686 in 1905-06. The effect of the abolition of fees will result in their absolute withdrawal from the aided list and consequent discontinuance of secular instruction imparted in them. I have therefore recommended their exclusion from the operation of the principle in remarks 3 (*b*) (*i*) and (*ii*) on paragraph 7 of the Government of India letter.

(2) *A few primary aided schools in Municipal limits.*—These either belong to the Mission societies or are maintained for special classes of people or are situated in special localities. These number 10 boys' schools.

The number of schools which have no source of income are 19 in number and are all Primary schools in Municipal areas. The effect of the proposed measure on these schools, as already described, will be most ruinous and will result in closure and consequent reduction in attendance at school in Municipal limits. I have suggested a remedy above.

Paragraph 15.

I am of opinion that if possible the books and other materials may be provided by Government. But I think that the cost involved will be prohibitive. I have estimated it at about R2-8-0 for each boy; taking the figures of 1905-06 into consideration, the cost will be about R1,00,000 for this Division only. In estimating R2-8-0 for each boy, I have allowed for smaller attendance in higher standards than in the lower.

Paragraph 16.

I think that the scheme may be introduced as a whole and not gradually, as this latter procedure is neither feasible nor expedient.

To sum up—

(1) I agree with the measure of free Primary education.

(2) Owing to special circumstances stated the indigenous schools and the Primary schools within the limits of four city Municipalities in Sind may be excepted from the operation of the measure.

(3) The estimate of increase over the Government of India Estimate for this Division will be:—

(*a*) In case the exceptions noted in (2) are not allowed, R2,775.

(*b*) In case the exceptions are admitted, increase of R1,188. But deduction of R14,108 from the Government of India Estimate of 29¾ lákhs.

(4) If unaided schools are taken over the effect will be a reduction of ₹196 from the 9½ lákhs estimate of the Government of India owing to the school for which this amount was returned in 1904-05 having been taken on the aided list and an addition of ₹106 owing to a school since started and which will in due course be taken on the aided list.

(5) Books and other materials may be given but the charge will be prohibitive.

Fee Receipts in Primary Schools of all kinds in Sind in the year 1905-06.

District.	Public management.											
	Government.			Local Board.			Municipal.			Total.		
	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.
Karáchi	...	...	...	515	...	515	2,302	...	2,302	2,817	...	2,817
Hyderabad	510	...	510	2,253	...	2,253	1,281	...	1,281	4,044	...	4,044
Thár and Párkar	...	...	...	40	...	40	57	...	57	97	...	97
Sukkur	...	...	...	1,329	...	1,329	3,759	...	3,759	5,088	...	5,088
Upper Sind Frontier	...	...	...	...	...	...	163	...	163	163	...	163
Larkana	...	...	...	1,421	...	1,421	1,047	...	1,047	2,468	...	2,468
Total	510	...	510	5,558	...	5,558	8,609	...	8,609	14,677	...	14,677

District.	Aided.			Unaided.			Grand Total.			Remarks
	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.	
Karáchi	7,008	38	7,046	568	...	568	10,393	38	10,431	
Hyderabad	6,628	...	6,628	771	...	771	11,443	...	11,443	
Thár and Párkar	...	...	...	...	...	...	97	...	97	
Sukkur	115	...	115	146	...	146	5,349	...	5,349	
Upper Sind Frontier	...	...	...	...	...	...	163	...	163	
Larkana	370	...	370	...	...	...	2,838	...	2,838	
Total	14,121	38	14,159	1,485	...	1,485	30,283	38	30,321	

Fee Receipts in Primary Schools of all kinds in Sind in the year 1904-05.

District.	Public management.											
	Government.			Local Board.			Municipal.			Total.		
	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.
Karáchi	...	...	...	511	...	511	2,374	...	2,374	2,885	...	2,885
Hyderabad	511	...	511	2,017	...	2,017	1,204	...	1,204	3,732	...	3,732
Thár and Párkar	...	...	...	39	...	39	53	...	53	92	...	92
Sukkur	...	...	...	1,275	...	1,275	3,536	...	3,536	4,811	...	4,811
Upper Sind Frontier	...	...	...	...	...	...	168	...	168	168	...	168
Larkana	...	...	...	1,342	...	1,342	1,053	...	1,053	2,395	...	2,395
Total	511	...	511	5,184	...	5,184	8,388	...	8,388	14,083	...	14,083

District.	Aided.			Unaided.			Grand Total.			Remarks.
	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.	
Karáchi	6,643	...	6,643	...	...	...	9,528	...	9,528	
Hyderabad	6,898	...	6,898	196	...	196	10,826	...	10,826	
Thár and Párkar	...	...	...	...	...	...	92	...	92	
Sukkur	175	...	175	...	...	...	4,986	...	4,986	
Upper Sind Frontier	...	...	...	...	...	...	168	...	168	
Larkana	392	...	392	...	...	...	2,787	...	2,787	
Total	14,108	...	14,108	196	...	196	28,387	...	28,387	

NORTHERN DIVISION.

From J. H. E. Tupper, Esq., Acting Collector of Ahmedabad, to the Secretary to the Government of Bombay, Educational Department (through the Director of Public Instruction), no. 1419, dated the 31st March 1907.

I have the honour to report as required by Government Resolution no. 2370, dated 19th December 1906.

2. The objections to the scheme appear insuperable. It aims at the extension of universal education, but extension as step to universalisation. That some advance will result may be readily conceded, but is it not advance into a cul-de-sac, an advance fatal to future progress? To be universal, education must be compulsory. It is comparatively easy to make it compulsory if *at the same time* it can be made gratis, but to make it gratis first and compulsory afterwards is an inversion of logic and history. When the privilege of education at the cost of the State has been enjoyed for years, there is nothing to mitigate the unpopularity of making it compulsory, and the measure would be so ungrateful and so fruitful of discontent as to give pause to even the strongest of Governments. Free education now must prevent, or at least check, compulsory education in the future, and unless it is to become compulsory it can never be universal or even approach universality. The proposals in appearance progressive, are in reality retrograde. They recognise on the part of the subject a right to free education, and yet disregard his corresponding obligation to educate his own children: they admit on the part of the State the duty to provide free education, but fail to insist on the right of the State to compel its subjects to receive education. Progress on such lines cannot be other than lopsided and ineffective. Such expansion as the authors of the proposal anticipate will be gained at a cost admittedly disproportionate to the result, and those who will benefit most are those who stand least in need, the non-agricultural classes. In view of the enormous expenditure, the scheme promises little, and it will probably perform less. It is fundamentally unsound, failing to recognise that education gratis and education compulsory are co-relatives, as inseparable politically as logically.

3. I enclose the reports of Messrs. Gordon and Robertson.

From the Assistant Collector in charge Daskroi, etc., to the Collector of Ahmedabad, no. 330, dated the 19th February 1907.

With reference to your no. 36, dated 5th January 1907, I have the honour to report as follows.

2. The question of the abolition of fees in all primary schools is clearly one which from the largeness of the sums involved, the revolutionary character of the changes thereby induced and the obvious fact that if the abolition is carried out other Departments must be starved to pay for the new system, involves the greatest questions of expediency and cannot be approved without the most direct evidence that the policy is sound both on theoretical and practical grounds. I am respectfully of opinion that in spite of the *primâ facie* plausibility of the new scheme it is both theoretically and practically unsound and that the advantage which will accrue are far from commensurate with the cost. Arguing from the fact that in every European country fees have been abolished in all primary schools, the Government of India apparently proceed to draw the conclusion that the abolition of fees is an end in itself on the ground that without such a system universal education is an impossibility. Strangely enough however there is not a single hint throughout the whole of their letter as to the real basis upon which the abolition of fees is founded, *i.e.*, compulsory education. There is no *primâ facie* reason why a man should not pay for his education just as much as for his food and clothing. When, however, the State steps in and tells the parent that either his children must be educated or he be fined, then and then only the demand for payment becomes an impossibility. The position of affairs thereby induced is really a compromise. The State says "Be educated," the man replies "if education is free." The result is free but compulsory education. Education in a word must be "forced to be free." There is another aspect of the same question. Free education does not necessarily mean at any rate—in India—a large increase in the number of pupils. Hence if education were made free but voluntary, the quotient of the teachers' activity which results from the division and dividend of teachers and children would be but slightly increased while the loss to the State would be both comparatively and really enormous in consideration of the starving of the other Departments to substitute the educational and the smallness of the increase in the efficiency of the latter. But where education is made simultaneously free and compulsory, the automatic expansion in the numbers of school children increases the quotient of the teachers' activity and the State is thus compensated in this direction for the loss which it sustains in others. This view in my opinion cannot be too much insisted upon, *viz.*, that the working of the State is in essence a series of compromises between its various Departments; and that when one Department is unduly and out of all reason favoured at the expense of

the others taking all and giving nothing in return to the State in the shape of increased efficiency, the State as a whole is bound to suffer.

3. This is the theoretical aspect of the question. If my view is sound, it ought to work out in practice and I think it will. It is, I am entirely convinced, distinctly not the fee which prevents parents from sending their children to school; the real reason is sheer and utter slackness. In not one single instance have I heard the fee put forward as a reason for not sending the children to school. It is absolutely certain that there is no crying demand for the abolition of the fee. The Government of India admit that the total payment comes to but R1 per annum for each child. Seeing that Local Fund contributors pay but half fees the total incidence must be a good deal less in their case, and a little higher in the case of non-contributors. Yet with a view to save this paltry sum to people who can well afford to pay it, it is proposed to throw away the enormous sum of over 33 lakhs. The only person who will be benefited is the Bania who pays no Local Fund and he only to the extent of R1 per year, a sum which he never misses. Those who are unable to pay as the Koli, the Dhed, the Bhangi and others are already educated free of charge. This being an admitted fact and it also being admitted that those who do pay can afford to pay, where is any ground for the anticipated expansion in the numbers of children going to school? In my humble opinion there is none. If this is the case the bottom is knocked out of the proposal.

Convinced therefore as I am that the proposal will be found both false in theory and bad in practice, I am respectfully compelled to give my vote against it.

From L. V. M. Robertson, Esq., I.C.S., Assistant Collector and President, Dholka and Sànand Municipalities, to the Collector of Ahmedabad, no. 295, dated the 13th February 1907.

With reference to your no. 36, dated 5th January 1907, calling for a report on the proposals made by the Government of India to abolish fees in all primary schools, I have the honour to observe as follows:—

The letter of the Government of India says that the abolition of fees may be regarded—

(i) as a form of relief akin to the reduction of taxation;

(ii) as an educational measure tending to remove an obstacle to primary education.

With regard to (i) the persons relieved will be in the main well-to-do people of the non-agricultural classes and fairly well-to-do cultivators.

The money now raised from fees will come out of the general revenues.

For the non-agricultural classes this will be a clear gain, while for the agricultural classes it will be on the whole a loss, as less money will be available for agricultural improvements and developing the resources of the country. I venture to think that this is not at all desirable. The non-agricultural classes are usually well able to take care of themselves, as the Brahman or Bania with many irons in the fire is richer, less liable to be ruined by a bad season, and pays much less to Government than the agriculturist. If universal education is introduced the charge on the revenues and consequent curtailment of the money now available for agricultural improvement will be considerable. On the other hand if universal education be not introduced, villages without schools will pay an even larger share of the cost of education than they pay at present.

With regard to (ii) I am of opinion that the suppositions put forward in paragraph 12 of the letter of the Government of India are as regards this district well founded. As far as my experience goes, very few children are kept away from school owing to the inability of their parents to pay the fee of one anna per mensem demanded.

The proportion of scholarships given in this táluka is 15 per cent. and this is found sufficient to prevent hardship being caused. The cost of books and slates which has to be paid in a lump sum is a more serious consideration than the trifling monthly fee, but I have never heard that even this is regarded as prohibitive. Wherever I have asked why Kolis do not send their children to school, the answer has always been that they have to do field work. I fail to see how free education will alter this. The reason why most Kolis do not send their children to school is not that they would starve if their children did not spend the whole day in field work, for of late wages have risen considerably while the cost of food is appreciately less than it was this time last year, but that these people do not see why they should not make as much as money as they can, and look on education as of little importance.

In my opinion the abolition of fees would be demoralising to the people as well as a loss to Government. In other measures affecting the welfare of the people, Government recognises the principle of contribution from the people benefited, and the application of this principle to vernacular education merely continues native tradition.

For the above reasons I am strongly against the abolition of fees, so long as education remains voluntary. If education be made compulsory there is more to be said for the proposal and it is probably inevitable. An educational tax or cess would be unpopular, though if properly adjusted it would not be really very burdensome.

With regard to aided schools I have no remarks to offer, as I am not aware that any exist in these tálukas.

From H. W. J. BAGNELL, Esq., I.C.S., Collector of Broach, to the Commissioner, Northern Division, no. 726, dated the 19th February 1907.

With reference to your no. 6397, dated the 29th December 1906, I have the honour to state that all the officers consulted in this district are unanimously of opinion that the fees should be abolished all round in the primary schools; and I too agree with them. Such a step would be a great impetus to the spread of primary education even among the backward classes, and it is all the more necessary as the people of this country are so backward in education; for even among the so called Bráhmins many children of parents following the agricultural profession either do not attend the school at all or leave it very early.

The Local Board and the Municipalities cannot take any objection against the abolition of fees as Government propose to undertake to provide additional grants to meet the loss.

The question whether the proprietors of private aided schools should be compelled to abolish fees is rather difficult. The proper course in my humble opinion would be to let the proprietors of private schools alone and in the case of aided schools, the amount of State grant should be made to vary according as the proprietors of such schools continue or discontinue the levy of fees.

The cost of the free supply of books will, I think, be reported on by officers of the Educational Department; but if the cost of free supply of books and other requisites be beyond what it is proposed to spend at present on this, the supply in the beginning may be restricted to children of *bonâ fide* agriculturists and of really indigent parents of other professions.

From A. WOOD, Esq., I.C.S., Collector of Kaira, to the Director of Public Instruction, no. 1859, dated the 25th April 1907.

In obedience to paragraph 2 of Government Resolution no. 2370, dated 19th December last, Educational Department, I have the honour to observe in the first place that the change would not be very important financially in this District, where the proportion of fees to total income is but small, while the school-going population is large. It is to be hoped, however, that the Local Board and the Municipalities (especially the latter) would not have to bear any of the loss, because the proportion of their means which they are compelled to spend upon public instruction already cripples their usefulness in other directions and renders them unpopular.

In reference to paragraph 2 of the Government of India's letter it seems to me to be little exaggeration to say that in this Presidency the "poorer classes" are already exempt while all "better-to-do cultivators"—in fact all who hold land—pay reduced fees only. The measure will thus relieve mainly those who do not hold land, and who are the lightest taxed class of the population and the least deserving of relief.

Speaking more generally, the conditions postulated by the Government of India are in many respects so different from ours that their letter scarcely touches our case. The proposed measure, it seems to me, will have but an insignificant effect in swelling either the rolls or the cost of our primary schools, or in any other direction save the one just mentioned, unless or until it is accompanied by some attempt at compulsion, which it seems is not at present proposed.

From R. C. BROWN, Esq., I.C.S., Collector of Panch Mahals, to the Secretary to Government of Bombay, Educational Department, no. 2434, dated the 27th April 1907.

With reference to Government Resolution, Educational Department, no. 2370, dated the 19th December last, I have the honour to enclose herein a statement showing the number of Primary schools in the District managed by public and private bodies, the cost of their maintenance, the number of children studying and the receipt of fees in each case.

2. The majority of the primary schools, it will be noticed, are managed by the District Local Board, Panch Maháls. The bulk of the population being primitive and unprogressive the Local Board schools make liberal concessions to induce villagers

to send their children to school. In these schools no fees are levied from the children of the Kaliparaj, Dharalas, Kolis, Mahomedans and other aboriginal classes; of children of other castes free studentships are allowed to 30 per cent. of the total number in the school leaving a very small number to pay a light fee, their parents paying the local fund cess. In spite of all these concessions, the rural population of the District does not take full advantage of village schools and it is doubtful whether they would, if primary education were made free but not compulsory.

3. As to urban schools managed by the Municipalities of Godhra and Dohad the abolition of fees will certainly have a good effect. And the Municipalities will have to incur additional expenditure on account of additional accommodation and a more efficient teaching staff.

4. Out of the five grant-in-aid schools, three are conducted by Missions, one by the Anjuman-i-Islam and one by the Ganchis; all are located in Táluka Head Quarters. No fees are levied in these schools.

5. I have proposed in the statement the compensation which should be paid in each case to make up for the loss of fees. This compensation, in my opinion, need not be more than their present annual income of fees and may be paid in the form of increased grants. I have proposed no compensation in the case of the five grant-in-aid schools, as the abolition of fees will not affect them financially as they levy no fees at present.

6. The free supply of books and school requisites I am not at present prepared to recommend as a general measure. The scheme will be too expensive. But I venture to suggest that a special discretionary grant may every year be placed at the disposal of the Deputy Educational Inspector who should be authorized to assist really needy students after proper enquiry through the local schoolmaster and respectable residents of the place. In case the books, etc., are to be supplied free to all without distinction the cost is estimated by the Deputy Educational Inspector of the District at R10,000 per annum.

Grades of Schools.	Number of Schools.	Number of Scholars.	Income of Fees.			Expenditure.			Compensation in addition to the grant already paid that should be awarded annually if fees are abolished.
			R	a.	p.	R	a.	p.	R
Local Board Schools	113	4,819	1,378	11	6	34,060	5	0	1,400
Dohad Municipality	7	505	211	2	0	3,470	14	2	225
Godhra do.	6	677	431	0	6	5,094	6	6	450
Jhalod Mission Boys	1	23	...			748	0	6	...
Do. do. Girls	1	20	...			517	14	6	...
Godhra do. do.	1	218	...			2,968	12	2	...
Do Anjuman Islam Girls	1	86	...			218	9	9	...
Do. Ghanchiwada Boys	1	41	...			147	2	6	...

R. C. BROWN,
Collector of Panch Mahâls.

From J. T. Scotson, Esq., B.A., I.C.S., Acting Collector of Surat, to the Director of Public Instruction, Poona, no. 1389, dated the 27th April 1907.

I have the honour to submit the following remarks on the subject of the proposed abolition of fees in all primary schools, as called for in Government Resolution no. 2370, dated 19th December 1906:—

(1) Policy.

I do not think that there need be any hesitation in giving effect to these proposals from the fear that they might be impolitic. The days have passed in which any such proposal would be regarded with suspicion. Rather would the concession be regarded as something wrung from that repository of untold wealth—Government—and as a visible return, if only partial, for some of the money levied in taxation from the community. The ordinary villager understands with difficulty the expenditure of money on public purposes and how many calls there are on public funds. The provision of free education will give him infinite satisfaction for in addition to the reign

of law and order to which he has become accustomed and perhaps fails to appreciate at its true value, he will receive something which will reach him individually and which will be in effect a remission of taxation.

I do not think that primary education will be under-valued because obtained free of cost. The demand for new schools is constant even in the smallest villages and in such places the villagers grumble unceasingly that they get no return for the Local Fund cess which they pay. Further, although I think that free education will not effect an improvement in regularity or punctuality of attendance, yet there is no reason why it should have the contrary effect. The shortcomings of Indian children in this respect are due to the necessities or weakness of their parents. While Indian parents spoil their children as they do and say weakly give them their own way rather than oppose them, one cannot expect in India that regular and punctual attendance which is the pride of many a child in an English elementary school. When regular attendance is so little regarded we need not fear that we shall do it further prejudice.

Although the Government of India do not contemplate any sudden expansion in the demand for education as the result of their policy, yet I cannot help but think that there will be a very inconvenient increase—inconvenient, that is, unless Local Boards are put in a position to meet such increased demand.

Free education is in fact a remission of taxation in which logically every village has a right to its proportionate share, and when we fail to provide a village with a school we cannot escape the accusation of refusing to that village not only the means of education but a share in a benefit to which all have an equal right. When the present demand is once satisfied, however, I do not think that there will be any further sudden growth in the demand. The schools will then have to tap fresh sources for their material and that will mean the enlightenment of those classes who do not at present set much store upon the school. This is bound to be a slow process.

In my opinion therefore the first result of the policy will be to add new strength to a demand which already exists even under present conditions and which in pure justice Government must be prepared to meet by giving further aid to Local Boards.

When that demand has been satisfied, however, there will be a practical equilibrium and the annual demands of education will be capable of fairly accurate estimation.

The next point for discussion is the necessity or otherwise for any discrimination in the grant of free education. Of the Sub-Divisional Officers in this district Mr. Kissan thinks that the right to have their children educated free of cost should be conferred only on those whose incomes are less than R1,500 or R2,500 per annum or who pay less assessment than R250 or R300, and gives as his reason that persons in that grade of society are fully alive to the benefits of education and that it is a needless loss to sacrifice fees which they are quite ready to pay. He refers to English experience where people similarly circumstanced prefer to send their children to schools where fees are charged rather than to the free schools.

With regret and with no insistance upon the correctness of my own opinion, I would, however, differ from him.

Any effort to enforce discrimination in India is almost certainly doomed to failure. In the Ahmedabad district it has been found that non-agriculturists will take up a small portion of land in order to count as agriculturists and thereby obtain the concession of free schooling for their children. I should say emphatically that results would never justify it. Such discrimination is not even exercised in England where it would be much more feasible. It is open to the wealthiest man in the neighbourhood to send his child to the free school of the locality of which he is a resident if he be so minded. The very human desire to appear better than one's neighbour operates sufficiently strongly to prevent any needless pressure on the board school and it has, I believe, been found that the voluntary schools which still charge some slight fee keep up to their original numbers or nearly so. The same feeling should be left to its operation in India; even if not in existence at present it will grow especially when schools other than those provided by Government come into existence.

Mr. Desai apparently holds the same opinion, thinking that the fees paid by the richer classes will go towards the provision of scholarships for children of the backward classes. Not by such means alone however are these classes to be wooed and won and Government will doubtless not only be prepared to keep pace with any demand for education which might arise amongst them, but to take upon its own shoulders the burden of any measures which promise well for their social uplifting.

I am most certainly of opinion that discrimination is needless, that the financial results would not justify it, and that if attempted it would only lead to trickery and heart-burning on the side of the payee and disgust on the side of the officials.

Upon the policy then of the whole question I am of opinion that the times are ripe for it, that it will be welcomed and appreciated, and that no profoundly harmful results need be feared.

It should, as the Government of India have indicated, apply only to primary schools teaching in the vernacular up to seventh standard.

It should be without reserve—whosoever chooses to send his child to a primary school should be entitled to have him or her educated free and no discrimination of any kind should be attempted.

Lastly the ordinary school requisites should be provided free. It will ensure their careful tendence to order that any damage beyond fair wear and tear be made good by the parents of the child to whom these requisites are provided.

(2) Means of carrying out the proposals.

I go on now to deal with the second point raised in the Government of India's letter, *i.e.*, the means of carrying out their proposals if they are brought into force.

It is clear that the readiest means of effecting this is to give compensation for the loss of fees by increasing the grants-in-aid, but while this could readily be done in Board and Municipal schools, where the amount paid in fees can easily be ascertained, it would not be easy to do in aided private schools. In fact it may well be apprehended whether calculations on such a basis would not lead to false conduct of various kinds on a considerable scale.

As far as I can see the best method of procedure would be this:—

(1) To the present grant-in-aid add an amount roughly equal to the present aggregate of fees.

(2) Check this by insisting upon certain standards of accommodation, fittings, air, space, etc., reducing the grant if the school is found to be unsatisfactory in any of these respects. In this way the managers of private schools will be prevented from packing their schools with boys who are not really regular attendants in order to claim an increased grant.

Any legitimate expansion of a school could thus be encouraged by increasing the grant which would be given not for the number of scholars but for standard "scholar places" actually occupied.

I really see no other way of dealing with the aided private schools except in the first instance at any rate, to calculate the increased grants on say this year's figures of attendance when there has been no temptation to make them appear bigger than they really are. Afterwards they can be dealt with on general lines as I have indicated above.

I think however that great care will be needed in the first place, for, if we prohibit fees and give an insufficient grant we shall kill the school. It would be better to err on the side of liberality than to do this.

In any case however the school becomes practically a Government school, for Government will supply the whole of the cash needed to keep it going. The only difference between such schools and other Government schools will be the training and status of the master who often, perhaps generally, will not have begun as an assistant master or pupil teacher or have received training in a training college for teachers.

If we do this I see no logical objection to allowing any man with sufficient qualifications to open a school when and where he pleases, and, provided that he gets a minimum number of pupils and keeps his school up to a certain standard, to pay him in the form of a grant-in-aid a suitable annual sum of money. It would only be an extension of the kind of school into which the aided private school will be turned, when it no longer receives fees and in consideration for this gets an increased grant from Government.

In fact I am inclined to think that by offering subsidies in this way to persons with certain educational qualifications and lacking only the training as a teacher which we give to men now employed in Board and Municipal schools, we can most easily solve the problem of how to provide schools in small villages where the Local Board has been unable to provide them for want of means. That is to say the Local Board would undertake the provision of schools in the larger villages of the táluka while in the smaller villages they would be provided by Government by a system of grants to men who although not trained teachers still possessed certain educational qualifications. If this system were adopted we should not only supply the primary educational needs of the small villages but provide an opening for that fairly numerous body of men who having studied so far, find themselves unable to proceed further for want of funds or that last ounce of ability which spells success, and forms a dissatisfied element in the population. They would form satisfactory school-masters in the smaller villages requiring tuition only up to the 4th standard. This is no revolutionary proposal for I have shown above that the ordinary private aided school will develop into this exact type perhaps on a higher scale but not different in kind when it becomes dependent entirely on grant-in-aid from Government.

Mr. Kissan has urged that the provision of schools in small villages is a more crying need than free primary education and his contention seems to me just. Cess payers in these small villages get practically nothing for the tax which they pay to the Local

Board, for all the funds are swallowed up in satisfying the demands of the larger and consequently more articulate communities.

As regards the question in paragraph 7 of the Government of India's letter as to whether there are any exceptional schools in which it would be impossible to insist on the cessation of fees, I am unable to imagine any such case unless schools exist which are bound to take fees by the benefactions which established them.

I presume that the abolition of fees would not take away the right of the master of a private school to admit or reject whom he chose. This power should certainly remain with him, but one can foresee difficulties in an area which is served only by such a school, *e.g.*, the admission of Native Christian boys.

The Government of India further invite an expression of opinion of the nature and extent of the effect of the present proposals upon unaided schools.

Except for those which provide a special kind of instruction, *e.g.*, religious, etc., one may say with a fair amount of confidence that those of the ordinary type will not be able to live in competition with the aided private school which levies no fees. They must either conform to the standard which will entitle them to become aided private schools or pass quietly out of existence.

According to the supplement to the Report of the Director of Public Instruction there are in this district sixteen unaided schools—one in Surat and fifteen "others." The Surat school levies no fees; if the others are to remain in existence we may safely reckon that they will have to dispense with their fees amounting to R179 and receive a corresponding amount from Government as grant-in-aid. Calculations will be made accordingly in the section of this report dealing with the cost of the proposals in the district.

(3) Cost of the proposals in Surat.

These figures are worked out on the supposition that the increased grant-in-aid will at least equal the fees which will have to be surrendered in schools of various kinds.

They are taken from the supplement to the last Bombay Report on Public Instruction:—

Kind of schools.	Fees now levied.
	R
Local Board schools	6,644
Municipal Board schools	5,457
Aided—Mission school no. I	33 (Boys).
Do. no. II	67
Do. no. III	23
Do. no. IV	18
Total	12,242
Add—Fees paid in unaided schools which will probably come on to the list of aided schools	179
Total	12,421
Mission Girls' school no. VI	44 (Girls).
Grand Total	12,465

That is to say the minimum increased grant-in-aid required, if effect be given to these proposals, will be R12,465.

This does not take into account the possible expansion in the number of pupils and the possible satisfaction of numerous claims for schools outstanding.

There are as far as I can see no means of arriving at a correct estimate.

Almost certainly new schools will be required in Surat, Ránder and Bulsár.

Mr. Kissan estimates the increased cost in Bulsár at R1,500 from the joint operation of the two causes—loss of fees and cost of new schools.

Possibly it would be larger than this in Ránder, for the Educational Inspector, Northern Division, has already expressed the opinion that even under present conditions two new Gujaráti branch schools are necessary. It might be put down at R2,000 including loss of fees and rent paid for buildings necessary to accommodate fresh pupils.

I am unable to give anything like a reliable estimate for Surat, but it would be larger than either Bulsár or Ránder and possibly equal to the two. This would mean an increase of R7,000 in Municipalities alone chiefly in the provision of accommodation for new scholars.

I do not expect that there would be any considerable increase in Local Board schools unless Government felt impelled to provide schools in villages where they are

urgently demanded. If this were done, possibly 20 new schools might be started in hired buildings rented at R2 per month each with a master on R10 per month.

This would amount to—

	R
Rent of hired buildings	480
Master's pay	2,400
Loss on fees	470
Total .	3.350

In all therefore a sum of R10,350 per annum might be regarded as sufficient to meet any probable expansion. This does not include the provision of school requisites.

For the district therefore the cost of the proposals would work out to R12,465 certain, and an additional amount up to R10,350 as a possible maximum as provision for expansion.

In all R22,815.

I am unable to supply figures giving the probable cost of the free supply of books and other requisities.

As regards the query in the second half of paragraph 14 of the Government of India's letter, the information is at once available from Subsidiary Forms Nos. 4 and 5 of the Bombay Public Instruction Report and can readily be given for the Presidency as a whole.

From J. A. G. Wales, Esq., M.A., I.C.S., Collector of Thána, to the Secretary to Government, Educational Department, no. T.-337, dated the 16th March 1907.

With reference to your no. 2370 of 19th December 1906, I have the honour to report as follows:—

2. The Government of India in proposing the abolition of fees in primary schools has apparently two objects in view—one, to relieve the parents of children attending school from the burden of paying for their children's education and the other, to extend the benefits of primary education.

3. The burden to be removed is not a very heavy one in this district; the total fees received in 1905-06 were under R7,500, two-fifths of which were paid in Municipal schools. Whether there is any great necessity to forego these fees I am very much inclined to doubt. Free education is generally the natural corollary of compulsory education; there can be no question that India is not yet ready for compulsory education and meanwhile there is no demand for free education. The present Code provides for a proportion of free students in the schools and those who pay fees are generally well able to afford them.

4. If I thought that the abolition of fees would really tend to extend education among the lower classes, I should advocate their abolition, but I have no expectation that such would be the result. To get the lower classes into the schools, it is necessary to hold out other inducements than mere exemption from fees; it is only by means of pecuniary rewards that the wild tribes' schools in this district are kept on a satisfactory footing. It is not the fee but general indifference and reluctance to forego a boy's help in field work, etc., that keep down the attendance in our schools. Extension of educational facilities in the way of opening new schools is a far more crying need than the freeing of education. In numerous villages the District Officer is appealed to to give the villagers a school; I have never yet heard any complaint about payment of fees. The abolition of fees is a boon which will primarily benefit a class well able to do without it. Those who for the most part need it least will derive the most benefit from it; the trading class contribute nothing to Local Funds and have to pay full school fees accordingly; the agricultural class pay half fees in recognition of their payment of Local Fund cess. If fees are abolished, the trader will benefit to more than twice the extent that the agriculturist does, for the other will go on paying an indirect contribution to education in the shape of the Local Fund cess. The trading class will send its children to school fees or no fees.

5. The Government of India seems to contemplate the early approach of the time when primary education will be brought within reach of all; I see no prospect however of this desirable end being attained in this district for many years to come. It would mean quadrupling our number of schools, even if we only gave every two villages a school between them, and in parts of this district one school could not conveniently be made to serve two villages.

6. I am not able at present to refer to statistics later than 1902-03; I find that in that year there were only 12 aided primary schools and no unaided school in the district; no appreciable change has, however, taken place in the interval. So far as my experience of the Bombay Presidency goes, it is not correct to say (*vide* paragraph 7 of Government of India's letter) that the greater part of primary education is given in schools under private management; private schools are very rare.

7. If funds are available for primary education, I would suggest that additional schools and better pay for the teachers should be provided rather than fees should be abolished. It is not satisfactory to find the teacher of a village school getting little, if any, more pay than the District Officer's patawala. What pride or interest can such a man take in his work or what kind of work can we expect from a man on a miserable pittance of R10 a month or even less?

CENTRAL DIVISION.

From J. P. Orr, Esq., I.C.S., Collector of Ahmednagar, to the Secretary to Government, Educational Department, Bombay, no. R.-2037, dated the 20th April 1907.

After consulting my Sub-Divisional Officers and some Mámlatdárs on the subject mooted in Government Resolution no. 2370 of 19th December 1906, Educational Department, I find myself unable to support the policy of abolishing school fees entirely.

2. Of my three Sub-Divisional Officers only Mr. Greer gives the policy some support and that very lukewarm. Mr. Ghosal, a copy of whose report is appended, would prefer to raise the existing fees while Mr. Israel would prefer a policy of compulsory and free education for backward classes only.

3. Save in the case of parents with large families the burden of school fees is so light that it would not make any appreciable difference to parents to abolish fees and I feel sure attendance at rural schools would not be appreciably affected thereby.

4. If in addition to abolishing fees Government were to provide books, slates, etc., to school children free of cost one of the minor obstacles to the attendance of children of the lower and cultivating classes at schools would be removed and there might be some increase in the number of such classes attending schools; but the increase would not be a large one; for even now there are many schools in which there are not nearly so many free students as can be admitted under the 15 per cent. rule.

5. The effect of the proposed policy will be to relieve the classes who now go in for educating their children of a burden which they are quite well able to bear, without bringing any appreciable gain to other classes.

I am unable to see any force in the arguments for the *per saltum* procedure stated in paragraph 16 of the letter from the Government of India; and if it is sought to make some use of the recent improvement in Indian finances to effect improvement in the educational line, I would recommend as far preferable to the grant of free education to all the abolition of fees and the provision of books, slates, etc., gratis only to boys in the first three standards in primary vernacular schools and the multiplication of free scholarships for poor boys selected from the most capable in the 3rd standard who wish to study up to the 6th standard.

From J. Ghosal, Esq., I.C.S., Assistant Collector, Western Division, Nagar, to the Collector of Ahmednagar, no. 299, dated the 15th February 1907.

In reply to your no. $\frac{R.}{59}$ of the 7th January last, I have the honour to report as follows.

2. I have consulted several persons who take some interest in educational matters, and they all state that they do not think that it matters much whether fees are abolished in all primary schools or not.

3. In the most of the Local Board schools the majority of boys only attend up to the 3rd standard. There are few boys in the higher standards. The fee up to the 3rd standard is only half anna. The Mahomedans who are treated as a backward class, as also all Mahárs, Bhils and all pay half the above fee or one pice per month. In addition to this free admissions are allowed to the extent of 15 per cent. Girls pay no fee.

4. Inability or disinclination to pay this fee I don't think has kept a single boy out of school and the abolition of fee will not in any way result in an increase in the attendance.

5. On the other hand the Mámlatdár of Sangamner and some others tell me that such are the peculiar ideas of the ordinary Kunbi that the payment of even a nominal fee makes him insist on his boys properly attending school and not wasting the expenditure, and that if no fees were levied the people will be less mindful of the non-attendance of the boys, or in other words the attendance will suffer.

6. I may also add that in many villages at present there are private schools where the people have to pay a fee of 2 to 4 annas per month per head, and it is to be noticed that the attendance at these private schools is always good. In fact many persons I have consulted are more in favour of slightly raising the fees and giving the schools a greater dignity thereby than for complete abolition of fees.

From A. H. A. Simcox, Esq., B.A., I.C.S., Collector of East Khándesh, to the Secretary to Government, Educational Department, Bombay, no. C. R.-529, dated the 2nd March 1907.

With reference to Government Resolution no. 2370, dated 19th December 1906, I have the honour to remark as follows:—

1. The number of villages in this district is 1,848.

2. The number of Local Board primary schools is 307.

3. The income of the Local Board for educational purposes was R1,35,684 and its expenditure 1,34,550. Of the income R8,118 were derived from fees.

4. Municipalities should, I think, be able to manage their own educational affairs. Their schools are usually more or less complete, and are all situated within a compact area, and subject to the close supervision of the councillors and other townspeople, who largely pay for them. I take it that the Government of India in its letter is principally referring to village schools, and my report will deal with my views on them. I do not however deny that free education if introduced should apply to all schools alike, country or town.

5. Looking to the figures in paragraph 3, it is obvious that the abolition of fees in this district will not seriously affect education. It will still leave the Local Board with R1,27,000 to spend. This will mean a trifling economy in new buildings and additional teachers, but spread over a large district will not be severly felt.

6. The question at issue is, will the abolition of fees cause on increase of education, or put in another way, does the imposition of fees deter people from sending their children to school. The question will no doubt receive varying answers, backed up by many arguments. I would offer one or two results of my experience.

A.—I have been inspecting village schools ever since I had a charge. In a very large number of schools I have found fault with the people for poor attendance of scholars. I have had the following answers among others:—

(*a*) The master is unpopular and cannot get children to stop with him.

(*b*) There have been many weddings, etc., to which parents and children have gone.

(*c*) There has been famine, and parents and children have been in search of work.

(*d*) There are factions in the village, and children of one faction attend, if the other are absent.

(*e*) The children are required in the field with their parents.

Never that I remember has it been suggested to me by the people either that they do not care for education, or that they wish for it, but the fees are a drawback to them.

B.—Free schools, such as are established for the poorer classes, Bhils in West Khándesh and Mahárs in various parts, are mostly failures, except when some enthusiastic officer takes a personal interest in them. Even so I believe the children are sent more to please the Government than for any other reason.

C.—The results of the education at present given are very doubtful. What happens to all the boys who learn to read and write at all the schools? In the course of business but few of them are met with as adults. It is my belief that they forget what they have learnt in most cases. I speak of the ordinary agricultural classes. The Bráhmins of course use their knowledge. The traders, such as Wánis, Márwádis and Bohorás, though they have their children taught Maráthi, seldom use it. The children grow up, and no doubt write their accounts not in Maráthi, but in Guzráthi or Márwádi, which they must have learnt elsewhere. They also deceive the Kunbis who were at school with them, writing out most portentous mortgage bonds, sale deeds, etc., which the Kunbi does not read, but to which the village Kulkarni duly affixes the Kunbi's mark. No doubt there are many exceptions, but I believe this state of things is most common.

D.—There is much more *vis inertiæ* in India than in the West. Voluntary education is only a success, like Local Self-Government and vaccination, in so far as it is made practically compulsory. A keen Assistant Collector or Mámlatdár will get a great deal of good work done by a Táluka Local Board or Municipality, a slack officer will let either get into arreas of work and confusion of accounts. In both cases the Hon'ble members generally pursue the same course. They attend the regulation number of meetings and duly vote for such things as the President tells them to vote for. In the same way energetic supervision will increase the attendance and better the results of schools. I have been, as I say, to many schools, good and bad. Often the Head Master has shown me round, pointing out improvements, recalling successes, and so forth. This is no doubt good, but I do not remember often to have been shown round by the villagers themselves or to have seen any pride shown by them either as individuals in their children's performances, or as a body in the success of their schools.

7. In the above observations I do not wish to appear pessimistic. I do not imply that the number of educated persons is not increasing, or that the effect of education is not becoming felt. But I do think that the increase and spread is not due so much to voluntary action on the part of the taught, as to increased energy and efficiency on the part of the teachers and other supervisors. To use a parable. This District is better provided with roadside trees, both to made roads and to country tracks, than any other I know. The people use the roads and are grateful for the shade, but no one thinks of pretending that the existence of the trees is due to anyone but the late Mr. Ashburner, who, I am told, caused a general (of course purely voluntary) planting of trees on roadsides to be done throughout the District. Mr. Ashburner was as a rule contented with nims and tamarinds which cost a little but not much to grow. They were duly planted and grown. Had he supplied trees free from his own garden, or had he ordered costly imported trees to be planted, they would also have been grown. So strong was the influence of Government as impersonated by Mr. Ashburner. I really believe that at present it would be the same with education. Remit the fees or double the fees, I do not think much difference would be caused. Improve the staff, and the effect will at once be seen.

8. To sum up, as regards the educated I am neither for, nor against free education. As regards the staff I would rather see the fees doubled, and the money spent on more and better teachers and Inspectors. The Local Board can bear the small decrease of income which would result from abolishing fees. It can also profitably spend on extra efficiency any increased income it may acquire. But now for many years to come, improvement in education, as far as the country people hereabouts is concerned, is not likely to arise so much from any voluntary action or feeling of the people themselves as from the energy and ability of officers whether actually teaching, inspecting, or exercising general supervision.

From W. C. SHEPHERD, Esq., B.A., I.C.S., Acting Collector of West Khándesh, to the Director of Public Instruction, Bombay Presidency, Poona, no. 1340, dated the 13th March 1907.

With reference to Government Resolution no. 2370 of 19th December 1906, Educational Department, I have the honour to say with regard to the District of West Khándesh that income from school fees (R2,496) is so small that the District Local Board could easily afford to forego it.

2. On the other hand, the majority of people can pay the fees without difficulty, and are willing to do so; the free lists provide sufficiently for those who are too poor to pay fees; and there is no need to remit fees in order to attract children to the schools, for the demand for primary education in this District is already considerably greater than the supply.

From R. A. L. MOORE, Esq., I.C.S., Collector of Nasik, to the Secretary to Government, Educational Department, Mahábleshwar, no. 3270, dated the 23rd April 1907.

With reference to Government Resolution no. 2370 of 19th December 1906, Educational Department, on the subject of the proposed abolition of fees in primary schools, I have the honour to report as follows:

2. "Aided" schools are a negligible factor in this district with the exception of Mission schools which are differentiated from others by their religious teaching.

This report will deal only with—

(*a*) Municipal primary schools.

(*b*) Local Board primary schools.

3. Briefly my recommendations are as follows:—

Abolish fees in Municipal primary schools, but retain them in Local Board primary schools.

My reasons are as follows:—

4. It is desirable to make an experiment so as to see whether the abolition of fees in primary schools will really increase the number of pupils.

For this experiment it is advisable to choose a tract which is not too extensive in area, and where conditions are comparatively favourable.

If the experiment succeeds there, it may be extended to a larger area where conditions are less favourable. If it fails, the larger area may and should be left untouched.

In this district Municipal primary schools have in round numbers 2,500 pupils against about 12,500 in Local Board primary schools, *i.e.*, the number of Municipal pupils is one-fifth of the number of Local Board pupils. The children resident in Municipal areas are within easy reach of schools, while those subject to Local Board jurisdiction live frequently at a prohibitive distance from any school. Municipal

children are not so often required to aid their parents or guardians in earning their livelihood, as field work and cattle tending are less practised by residents of Municipal than those of Local Board areas. It is, therefore, conceivable that the abolition of fees in Municipal primary schools might appreciably increase the number of pupils.

But I make the recommendation that fees should be abolished in these Municipal schools on the distinct understanding that the loss caused to the Municipalities will be made up by a Government grant. Otherwise the Municipalities of this District are too poor to forego their income from fees.

5. Local Board primary schools stand on a different footing.

I distinctly assert, and my assertion is supported by the practically unanimous opinion of the Sub-Divisional Officers and Mámlatdárs of this district, that the main, and it might be said the only, effective reasons for the non-attendance of many children of school-going age at Local Board primary schools are—

(*a*) The distance at which they live from any school.

(*b*) The fact that their parents require their assistance in field work and cattle tending.

Abolition of fees will not affect either of these reasons.

At present these fees are trifling in amount; they amounted in 1906-07 to about R4,500 for 12,500 pupils, or an average of roughly 5 annas per head annually, and they are paid only by the comparatively well-to-do who can afford to pay them. Fifteen per cent. of the total number of pupils may be taught free on proof of poverty *in addition to* all girls, and all children of backward and depressed castes, such as Bhils, Kolis and Mahárs. To remit the fees now paid would not increase the number of pupils, but would make an unnecessary grant-in-aid to people not needing pecuniary assistance.

If Government wish to spend more money on Local Board schools, let the expenditure take the form of a rise in the pay of the lowest grade teachers and in the provision of a more liberal school equipment in the shape of maps, pictures and gymnastic apparatus.

At present the lowest grade teachers get a pittance of R7 per mensem—the pay of a Mámlatdár's peon.

What can be expected from such instructors of youth? Certainly not either efficiency or contentment. Even in Mission schools in this district the lowest grade teacher gets a monthly salary of R10.

6. To sum up, then, my recommendations are as follows:—

Try the experiment of abolition of fees in Municipal schools where the conditions are comparatively favourable to the spread of education. Leave Local Board schools alone till the result of the Municipal experiment is ascertained except by increasing the pay of their lowest grade teachers and providing them with better educational equipment.

From G. Carmichael, Esq., I.C.S., Collector of Poona, to the Director of Public Instruction, no. R.-2246, dated the 25th March 1907.

I have the honour to submit the following remarks with reference to the questions dealt with in Government Resolution no. 2370, dated 19th December last.

2. The schools that would be affected in this district are:—

(1) Municipal and Cantonment schools.

(2) Local Board schools.

(3) Mission schools.

(4) Other private aided schools.

And indirectly the unaided private schools.

3. In my opinion the abolition of fees in primary schools would be an excellent measure and the only question is whether a better use could not be made at present of the money that will have to be given towards the execution of the scheme. The facilities for primary education are still far short of the requirements. This is due to want of money, and if the scheme now under consideration is adopted it will absorb part of the funds that might have been used for expansion in other directions.

4. The schools that will reap the most benefit are those in the larger Municipal towns where fees are higher, and where the causes referred to in paragraph 12 of the Government of India's letter as interfering with attendance at schools are not likely to operate so strongly. In the rural areas including all the schools of the Local Board and small Municipalities we cannot expect the abolition of fees to produce any marked expansion in the near future. The fees levied are quite nominal and the class of people who are anxious to have their children educated find no difficulty in paying them. The need is rather for more schools than for cheaper education.

5. In private schools the fees supply a stimulus to the manager to maintain his school in an efficient condition. The absence of this stimulus would not be serious to the Mission schools where there is usually good supervision, but it might have a bad effect on the ordinary indigenous private schools. We could not altogether depend on the effect of the annual inspection to keep the school up to the mark. Such schools are as a rule started by a local man of some education. At first he depends altogether on fees, but afterwards if he is fortunate enough in bringing his school up to the required standard, he may get the school registered for a grant-in-aid. Such schools are not numerous, but I am of opinion that more should be done to encourage them so as to provide education in places where there is no Local Board school within easy reach and in other places as stimulating, by the competition afforded, the efforts of the staff in the Local Board school. I may remark that in this district the best private village schools I have seen have been in places where there was already a Local Board school. I would propose that in grant-in-aid schools which are managed by private individuals and not by a Society or Mission, the manager should be allowed to charge fees or not at his discretion; and that if he does charge fees the grant should be the same as if he did not.

6. With regard to unaided private schools the abolition of fees will make it much more difficult to open a school in a village where there is a Local Board one and to work it up to the standard required for registration. This cannot be avoided, but, after all, the Local Board schools do not occupy anything like the whole ground.

From S. R. Arthur, Esq., I.C.S., Collector of Sátára, to the Hon'ble Mr. F. G. Selby, Director of Public Instruction, no. 3500, dated the 15th May 1907.

Proposed abolition of fees in all primary schools which are either under public management or in receipt of grant from public funds.

With reference to Government Resolution no. 2370, dated 19th December 1906 (Educational Department), on the subject noted in the margin, I have the honour to quote the following extracts from opinions given by my Sub-Divisional Officers.

2. Mr. Emanuel, Assistant Collector, remarks:—

"I do not think the fee is at present much impediment to school going" and again "I am of opinion that a mere abolition of fees will not effect very much change anywhere unless accompanied by compulsory schooling."

Mr. Varley, Assistant Collector, writes:—

"The main factor which has influenced the Government of India in their consideration of the question of the abolition of school fees appears to be the measure of the relief which will be afforded to parents and the consequent likelihood of increase in the numbers of children attending school. It is, however, to be remarked that school fees, especially in the case of cess-payers, are extremely low. Absence of a child from school seems generally to arise not from the inability of his parents to pay the required fees, but from their desire to utilize to the full the wage-earning capacity of the family. This, I think, is very apparent amongst low caste people. Notwithstanding the granting of free studentships to these children, their attendance at school is small and irregular, because they are required to tend cattle or to perform some immediately productive task. So that, in their case, it would require something more than the remission of fees to stimulate an active appreciation of book-learning. That the higher classes of villagers are not deterred by a scale of fees from sending their children to school is indicated by the fact that, in smaller villages, where no Government school exists, private schools are often supported by the villagers themselves at their entire cost. Several such schools exist in Tasgaon Táluka and, I imagine, also in other tálukas of this sub-division. In Gujarat, when a school is to be established in a village, the people almost invariably undertake to provide a rent-free building or contribute at least one-fourth of the cost of a Local Board building. It does not therefore appear that poverty has hitherto been a bar to the spread of education, at least in the richer parts of the Presidency, or that the abolition of fees would result in any considerable increase of the numbers of children attending school."

Mr. Montgomerie writes:—

"So far as I am aware fees do not act to any great extent as a deterrent to education in this district. The main difficulties are apathy of the people and the requirements of agriculture. I have no figures available but my impression is that a good many schools have to be closed every year in villages in which the people are perfectly able to afford the small fees (ranging from 6 annas to R3 per annum) which are at present levied. There is a regular round—a visit from some District Officer who is astonished that there is no school, a strong petition from the villagers for the immediate supply of education to people who have been secretly longing for it for years, the establishment of a school which flourishes for a decade or less, and then a recommendation from the educational authorities that the school may be transferred to some other village more worthy. And, besides indifference, the people actively object to their boys going to school just when they are of an age to tend cattle or to scare the birds from the jowari. Education is already free to Mahárs and Mángs, but how few take advantage of it!

"The argument underlying the plan of the Government of India is that primary education is a commodity which the State ought to supply free. The argument may hold good in Europe where education is supplied at the cost of the whole people to the whole people. Will this be the case in India? The money is to come out of the general revenues of the country, but the number of people to whom the benefit extends is, and must be small, for years to come.

"There is no point in talking about making education free to all so long as it is not available to all. Are the Government of India prepared to make education universal and compulsory? If they are unable to bear the cost of such a measure at present, then let them apply the money they propose using for making education free to a few, to making it available at a small cost to all. When there is a school within three miles of every village of 500 inhabitants it will be time to talk of making the present schools free. It is well also to remember that the people who in Europe get free education pay for it in increased rates and taxes."

Mr. Sathe, District Deputy Collector, says:—

"Generally speaking I believe the necessity of paying fees is not the only cause which prevents the ryots from sending their children to school. The masses have not as yet begun to understand the value of education and therefore the agriculturists and tradesmen are not anxious to impart even primary education to their children. This is illustrated by the fact that in busy agricultural seasons in villages the schools are not well attended. If education is to be made free, it ought to be made compulsory. It would not be well to incur expenditure towards free primary education from the general revenues for the benefit of comparatively a small ratio of the population. I am therefore respectfully of opinion that instead of abolishing fees generally primary education should be given free to all low castes, such as Mángs and Mahárs as at present, that more free-studentships than now should be given and books should be supplied gratis to the children of the very poor of all castes. These facilities are in the present circumstances of the people sufficient to make primary education more popular and more general than at present."

3. You will see that these officers unite in the opinion that fees do not deter people generally from giving their boys primary education, and I am in accord with them in this view. Since the Government of India are willing now to incur considerable expenditure to further the cause of education, I agree with Mr. Montgomerie that an increase in the number of primary schools with the moderate fees now charged will conduce far more to that end than the abolition of fees. The distance of a school is a much greater obstacle to the average parent sending his children to school than the payment of a small fee.

From O. Rothfeld, Esq., I.C.S., Collector and District Magistrate, Sholápur, to the Commissioner, Central Division, Poona, no. 658, dated the 2nd February 1907.

In compliance with paragraph 2 of Government Resolution no. 2370 E.D., dated 19th December 1906, I have the honour to report as follows.

2. As regards the Presidency, I do not anticipate that the abolition of fees in primary schools would be attended with any difficulty, while the principle is, in my opinion, equitable and consonant with the requirements of political conditions.

3. The application of the principle mentioned in paragraph 6 (*a*) of the letter from the Government of India would also, as far as my experience goes, present no difficulties in this Presidency.

4. The suggestion in paragraph 15 is unnecessary here as prizes of school books are commonly given. All that is necessary is an executive order on the subject of extending prizes to needy boys.

5. I do not, however, anticipate that the abolition of fees will at once result in any great increase of the number of children at school in this Presidency. In most parts of this Presidency the payment of fees, though undoubtedly a check, is by no means the only or the most important check on attendance.

6. The one serious objection that suggests itself to me against the proposals of the Government of India is one unconnected with the educational position in Bombay Presidency but depending upon the present financial system governing the relations of the Local Governments to the Supreme Government. As far as I understand that position, one effect of the adoption of the principle, in every other way desirable, would be the further ultimate relief of Bengal from taxation (in the shape of fees) to the extent of R20,00,000 at the cost of the other Governments, while contributing in return towards the relief of taxation to the extent of R14,00,000 only in all the other Governments combined, while again even to those R14,00,000 (+R20,000 if we add its own relief) its contribution would on account of its peculiarities of taxation be proportionately much less than that of the other Local Governments. If this relief be wholly met in each Presidency out of its own provincial funds—the present proportionate allotment of such funds being undisturbed by the new factor of a total additional grant—there can of course be no objection to the proposals. Or, on the other hand, if the extraordinarily high fee income in Bengal is in proportion to an equally high standard of efficiency, area served and numbers taught being one factor of efficiency, there might also on other grounds of equity be no objection to the relief being given out of Imperial funds. If, however, the higher fee income depends upon (*a*) a higher rate of fee, (*b*) an expensive private school system, or is not in direct ratio to increased efficiency, it would appear as if the grant of relief from Imperial funds only or even mainly would prejudice other provinces; since the additional expenditure required for one Presidency would be met in higher proportion by the taxation levied on the cultivating class of other Presidencies. This is a question of course for the officers of Government concerned with the higher finances but is suggested as *primâ facie* this aspect of the matter would appear to be open to criticism.

SOUTHERN DIVISION.

From B. A. Brendon, Esq., I.C.S., Collector of Belgaum, to the Commissioner, Southern Division, no. 3527, dated the 27th May 1907.

I have the honour to submit the report called for in your no. 5949, dated 30th December 1906.

2. There appears to me only one criticism that can be directed against the proposal of the Government of India. The object in view is to place primary education within the reach of the poorest, but the effect of the proposal, if adopted, will be to place primary education within the reach of all who live in certain towns and villages where schools exist. For it must be remembered that parents will not send their children any considerable distance to school. It follows that a greater extension of primary education might possibly be effected where the money with which it is proposed to compensate board and aided schools for the abolition of fees devoted to the opening of schools in villages where schools do not exist. The criticism raises considerations of a financial nature. But it seems to me to be clear that Local Boards, though compensated for the loss of their present income from fees, will not out of their own resources be able to establish new schools in villages where schools are needed; their funds will surely be exhausted in providing for the tuition of the ever-increasing number of scholars in those favoured villages where schools are already provided. The criticism does not apply with the same force to Municipalities.

3. The average income from fees during the last five years in Local Board primary schools was R8,300 and the annual average contribution during the same period from the Local Fund for primary education was R37,300.

From K. R. Bomanji, Esq., C.S., Collector of Bijápur, to the Commissioner, Southern Division, Belgaum, no. 2115, dated the 12th April 1907.

With reference to your no. 5949 of 30th December 1906, I have the honour to make the following remarks on the proposed policy of the abolition of fees in all primary schools.

2. The District Local Board of Bijápur was consulted on the subject. It agrees to abolish the fees provided the resulting loss is made up by an increase in the Government grant. The Municipalities were consulted and they are of the same mind. I may at the outset say that it is difficult to estimate the cost of the measure as a whole for the district. The Director of Public Instruction would be in a better position to give it.

3. With reference to paragraph 6 of the letter of the Government of India, accompanying Government Resolution no. 2370 of 19th December 1906, it may be noted that there are no "primary departments of secondary schools" in this district, but the principle set forth in clause (*a*) of this paragraph seems unobjectionable.

4. Paragraph 7 of Government of India's letter. The offers made by the Supreme Government seem to me very fair. As above stated the local bodies concerned have no objection to the measures provided they are not made to lose and I think all the aided schools might be required to abolish fees. There are in this district no aided schools which require any special treatment. Mr. Alcock, Assistant Collector, is of opinion that the "remission of all fees will perhaps at the outside increase the attendance by only 30 to 40 per cent." This means that Government or local bodies will have to find more money for the necessary additional teaching staff and contingencies in the existing schools or in new schools to be opened. He further adds "that *the building accommodation* of all schools throughout the Presidency is grossly inadequate and that the existence of fees tends to keep the number within the limits in which they can be usefully and healthily accommodated in the space now available for seating. This is a question of importance which does not seem to have been considered.

5. Paragraph 12. I see no reason to differ from the views advanced in paragraph 12.

6. Paragraphs 13 and 14. I do not think it will be practicable for a long time to come to check effectually the levy of the so-called voluntary contributions any more than Government can check the levy of Mamul, and I would respectfully submit that it will be best to leave out of account any such impracticable considerations. I do not anticipate that if primary education is given free by the State, men of wealth and importance will continue to regard the provision of a primary school as an honourable public duty. In my respectful opinion it will tend to induce them to put their money in opening sectarian, primary and secondary schools unaided by Government.

7. It would, I think, be more in accord with the liberal policy about to be inaugurated to issue books, etc., free, but then better classes are not likely to take advantage of it. To others it will be an undoubted boon.

8. Paragraph 16. Mr. Kalghatgi, District Deputy Collector, thinks that the fees should be abolished at once if practicable and I agree with him.

From S. V. Mensinkai, Esq., Chairman, Managing Committee, District Local Board, Dhárwár, to the Collector and President, District Local Board, Dhárwár, no. 54, dated the 29th April 1907.

With reference to your no. 514 of 25th January last, below Government Resolution no. 2370 of 19th December 1906, I have the honour to forward reports received from the District Deputy Collector and Assistant Collectors of the three divisions in

which they all agree as to the adoption of the proposed measure for the abolition of fees in primary schools.

2. In my opinion by the adoption of the proposed measure, not only the educational receipts will fall short but on the contrary the expenditure on account of providing additional school masters, school buildings and other contingent charges, for the increasing number of boys in schools year by year in its own natural course and also owing to the encouragement given to them by abolishing the school fees, will be greatly increased.

Receipts of school fees.

Year.	Amount. R
1904-05	12,570
1905-06	15,532
1906-07	17,400
1907-08	19,000

3. The figures noted in the margin show how the receipts of school fees go on increasing year by year.

4. I therefore hope that Government will be so good as to take into consideration the above circumstances while estimating the amount of compensation to be paid to the District Local Board on account of abolishing school fees.

Memorandum by C. W. M. Hodson, Collector of Dhárwár, no. 2885, dated the 1st May 1907.

Copy with enclosures in original forwarded with compliments to the Commissioner, Southern Division, with reference to his no. 5949 of 30th December 1906.

2. The Collector and President agrees with the Chairman.

3. The City Municipalities have reported separately to the Director of Public Instruction, Bombay.

From V. N. Sathaye, Esq., District Deputy Collector, III Division, Dhárwár, to the Chairman, Managing Committee, District Local Board, Dhárwár, no. 616, dated the 15th April 1907.

Your No. 790 of 4th February 1907.

I have the honour to forward reports received from the Mámlatdárs and Vice-Presidents of the three Táluka Local Boards in this sub-division from which it will be seen that they are all agreed as to the desirability of the proposed measure for the abolition of fees in primary schools. I concur with them in so far that the fees might be abolished gradually instead of *per saltum*, the first step being taken with the lower primary schools. I think there is no need to apprehend that children will be discouraged from proceeding beyond the lower primary stage by reason of the abolition of fees being restricted to lower primary classes.

2. It is true that the abolition of fees even in lower primary classes will entail considerable loss to the finances of the District Local Board but it should, I think, be made good by Government by an increased grant from Provincial Funds. Another result of the measure would be the absorption of a large proportion of the aided schools with the Board school system. But this is a contingency which, I think, ought to be boldly faced by Government in view of the benefits which are likely to accrue to the poorer and illiterate communities.

3. The proposal to introduce free education will be cordially welcome by all the educated classes as it will pave the way to compulsory education and will eventually ensure success of many economic, social and administrative reforms. It will no doubt, as Government have pointed out, bring relief to the middle classes, but as its benefits become appreciated, it will extend relief gradually to the poorer classes as well. It is at the same time necessary to observe that it would be too optimistic to expect that many more people would send their children at once in preference to keeping them engaged at home in household tasks or sending them out to work in fields. The people who cannot pay a small school fee are those who have no education themselves.

From the Assistant Collector, II Division, and President, Táluka Local Boards, 2nd Division, Dhárwár, to the Chairman, Managing Committee, District Local Board, Dhárwár, no. 16, dated the 24-25th April 1907.

(This has reference to no. 790, dated the 4th February 1907, of the Chairman, Managing Committee, District Local Board, Dhárwár.)

The reports received from the Vice-Presidents are forwarded in original with the following remarks:—

1. The Vice-Presidents of Karájgi and Hangal ask that private aided schools should be able to continue to charge fees if there is no Local Board school in the place. This will lead to an anomalous situation. The difficulty must be met by the increase of grants-in-aid.

2. The Vice-President, Ránebenur, is of opinion that a nominal fee should be retained. The Government of India is clearly against this. I think however that

Mr. Naik's object would be attained if some regularity of attendance is demanded and boys failing to attain that standard are expelled.

3. The marginal figures of receipts show that the sacrifice is small, but the Vice-Presidents are agreed in saying that full compensation should be given. In this I agree. Hampered as Local Boards and small Municipalities now are, a matter of R1,000 or R1,500 is of serious import to them.

	Average fees. Rs. a. p.
Kod	915 3 0
Karajgi	1,612 0 0
Ránebenur	1,500 0 0
Hangal (not given) about	1,000 0 0

4. Mr. Naik expects an inrush of casual and irregular pupils who will destroy efficiency and discipline. In this Mr. Joglekar does not agree. A rule prescribing a standard of attendance would provide for this.

5. More important than this is the question of opening new schools. It seems to me that the natural sequel of free primary education is a school in practically every village, and if Government takes this view it ought, I think, to revise its present system of grants-in-aid for building schools.

From G. D. PANSE, Esq., C.S., Collector and President, District Local Board, Kánara, to the Commissioner, Southern Division, no. 1474, dated the 24th March 1907.

I have the honour to submit the report called for in Government Resolution no. 2370, dated 19th December 1906, Educational Department.

2. The proposal of abolishing fees in primary schools is welcomed by all the Municipal and local bodies in the district. It cannot but evoke gratitude of the public, especially the poor, who in this backward district found for the fees a bar to send their children to school. The benefits of education have since 1854 been permeating the masses and by now they have entered the nethermost corner. Every peasant thinks that educating his boy is more to his pecuniary advantage than to use him as a cattle tender or a ploughman, but the fee was an obstacle. There is no doubt that the total abolition of fees in primary schools will give a decided impetus to education and inculcate thoughts of nothing but deep gratitude in the minds of the people towards the kindness and sympathy evinced by Government.

3. This district is still backward in point of education. Some advance is no doubt made in this direction; for in 1865 there were 11 schools with 830 pupils. In 1881 these figures rose to 113 schools with 6,256 pupils. In 1905 there are 227 primary schools with an attendance of 11,746 pupils. The improvement is thus marked, but not as satisfactory. Population of the district is 454,490, and taking the average (15 per cent.) school going children ought to be 68,173. Where 68,100 children are available, only 11,700 attend schools. This proves beyond doubt that there is much room for improvement and the present measure of doing away with fees in primary schools will lead to further spread of education and raise the district higher. The last census returned only 6·4 per cent. as literate population of the district. This is too poor a proportion. By the proposal of free education now under consideration this low percentage is sure to improve within the next decade.

4. Looking to the financial side of the question, I find that the total abolition of fees in primary schools will cause a loss of R4,662 to the Local Board and R1,759 to Municipalities. Schools under private management but receiving aid from Government will likewise lose R987. The total loss of income will come to R7,407. When the large outlay on primary education is considered this revenue from fees is comparatively insignificant. At present the Local Board expenditure on primary schools is R50,427; Municipalities spend R21,719. Accurate figures of expenditure in private schools are not before me but it may safely be taken that private schools spend roughly R3,000. The aggregate expenditure on primary schools in the district is thus R75,146. Receipts from fees are less than one-tenth and the abolition would affect but little the income of schools. All Municipalities are prepared to forego this small income; the District Board of course is. Private schools alone will grudge the loss which to them amounts to R987 spread over 21 schools. There is not much difficulty in bringing them round to adopt the general system so long as they expect Government aid. They will, it is true, feel a pinch by the loss, but a liberal grant partially compensatory will suffice.

5. The immediate effect of the abolition of fees in primary schools will be that 500 pupils in Municipal schools and a thousand in mofussil schools will increase. Provision of the teaching staff for them will necessarily have to be made. There are at present 404 teachers for 11,070 pupils per teacher. Taking 30 as the maximum number of pupils one teacher can manage, 50 more teachers will have to be employed, 17 by Municipalities and 33 by the Local Board. At R12 per mensem this additional expenditure will come to R7,200 in pays with about R300 in contingencies and other accessories; a total of R7,500. I calculate by the least costly scale. Loss of fees amounts to R7,400 and additional expenditure to R7,500. Means to secure this amount of R14,900 must be found. I give below the source whence it is possible for this money to come.

6. I shall consider the Local Board, the Municipalities and private schools separately. Firstly, the Local Board.—I have more than once represented to you the financial status of the Board. Its income including all grants is R1,39,720 and expenditure R1,15,988. Mere outlay on education is R50,427; almost half the expenditure is on primary schools. Many important and necessary works that ought to be undertaken by the Board have perforce been neglected and projects shelved or abandoned for want of funds. It is clear the Board is unable to bear any more charges in connection with education and help must come from provincial revenues. In addition to the existing grant of R26,285 which the Board now receives from Government, it is meet that it should get R9,414 as compensatory grant. I have once more to observe that the finances of the Board are straitened and they cannot but depend upon provincial help in this respect.

7. The condition of the Municipalities is worse. Their income is R78,952 and expenditure R79,155. Expenditure on primary schools alone amounts to R21,719. The Municipalities find it impossible to spend additional money on education without seriously neglecting other compulsory duties. Aid to them needs come from provincial funds. To compensate for the loss from the present arrangement R4,207 will have to be given to Municipalities in addition to the existing grant of R8,856.

8. As for private aided schools I propose a small additional grant of R100, that is, from the present amount of R733 to R833. Loss from fees in their case is no doubt R987. I suggest a small recoupment knowingly. I am not for aiding these schools whose teachers are not certificated. When our own schools are better equipped and better manned it is not necessary to encourage quack-schools whatever circumstances existed in by-gone days to invite such institutions.

9. To sum up financially my proposals would come to thus:—

From Provincial funds.

	Existing grants.	Proposed addition.
	R	R
To Local Board	26,285	9,414
Municipalities	8,856	4,207
Private schools	733	100
	35,874	13,721

In these proposals I have not considered the necessity of additional school buildings to accommodate the new influx of pupils invited by the abolition of fees. I do not wish to suggest any alteration in the existing system of securing school buildings. Voluntary contributions and special grants as usual cover these charges. One consideration however is special. There are no village sites in the coast portion of Kánara; school buildings are at long distances from individual residences. Unless some increase in buildings is provided for, the concession of no fees is likely to leave a partial effect upon the spread of elementary learning in urban areas.

10. Supply of books, slates and other accessories free to pupils in such schools indiscriminately is not, in my opinion, desirable. Apart from the cost the effect will not be encouraging; only the first 5 in each class and all the boys in the backward castes should get these articles free, not others, which will stimulate a salutary competition.

11. I am not for introducing the measure of abolition of fees gradually or on discriminating principles of any sort. All children, irrespective of their caste and the class, attending primary vernacular schools should get the concession; and the system should be brought into force at once. Managers of schools receiving aid from Government should be required to follow the rule without demur. Whether to take fees or not should not be left to their individual discretion. The inspecting staff and the school punch should be required to minutely watch that no form of levy either in kind, perquisites or money is received in lieu of the abolished fees.

12. That the introduction of free primary education will have conferred an incalculable boon upon the rural population of the district is admitted on all hands.

13. I attach for perusal a statement giving some useful figures relied upon in this report of mine.

From A. W. G. Chuckerbutty, Esq., I.C.S., Collector of Kolába, to the Commissioner, Southern Division, no. 2283, dated the 23rd May 1907.

With reference to your no. 5949 of the 30th December last, I am glad to be able to report that all Local Boards and Municipalities in this district are unanimous in expressing their approval of the principles set forth in the letter no. 882 of 22nd November 1906, from the Secretary to the Government of India, to the Secretary to the Government of Bombay.

They are, however, totally unable to grapple with the problem of the extent to which it will affect their revenues but merely express a hope that Government will come to their assistance so as to prevent their finances from being unduly embarrassed by the introduction of free primary education.

My own views on the matter are exactly similar to those expressed by Mr. Broomfield, Assistant Collector, Northern Division, in his letter no. 909, dated the 25th April 1907, of which I forward a copy and I cannot after reflection find any closer method of estimating the difficulties than he has found.

Should the Government of India find the scheme too costly to inaugurate over the whole area of the Indian continent, I would suggest that the scheme should be inaugurated in selected areas and that it should be introduced *per saltum* in those areas.

The principles of selection might in my opinion be in the beginning as follows:—

(1) That areas within a radius of approximately 20 miles of Presidency towns should be first selected.

(2) That areas within a radius of approximately 20 miles of towns possessing a population of 20,000 or over should be secondly selected.

(3) That hill areas inhabited by semi-civilised tribes should be thirdly selected.

But the areas should be small and central to the hill tribes and education should be made as far as possible compulsory.

In no state of financial circumstances should the scheme be abandoned by the Government of India, according to my humble opinion, and no opportunity should, I think, be lost of developing it as the years go on.

No. 2284, dated the 23rd May 1907.

Copy forwarded with compliments to the Director of Public Instruction with reference to his no. 646, dated 18th April 1907.

To the Collector of Kolába, no. 909, dated the 25th April 1907.

With reference to your no. 118 of 12th January 1907, forwarding for report and opinion a copy of the letter from the Government of India on the subject of the abolition of fees in primary schools, I have the honour to state as follows.

2. The Mámlatdárs and Mahálkaris and the Vice-Presidents of the Municipalities and Local Boards are unanimous in supporting the proposal. They are of opinion that the objections urged against it are not valid or at least that the advantages which must necessarily follow from free education easily outweigh anything that can be said on the other side.

3. To take the most important points in detail, it is pointed out that the fees now levied, small as they are, are in many cases a real deterrent. Boys are struck off the roll for non-payment. In some cases, it is stated, the master pays the fees of the poorest boys during part of the year, in order that the attention of the authorities may not be drawn to the reduced attendance, with possible evil consequences to the master himself. Presumably he recoups himself when work and money is more plentiful, but the fact is significant. So that the argument commonly urged that the fees are too small to have much effect in diminishing attendance is hardly borne out by the facts in Kolába Northern Division. It may be noted in this connection that the system of concessions now in force (half fees to those who pay Local Fund) is very unfair in its working. The people who own no land, and therefore pay no contribution to Local Fund, are commonly the very poorest of the population and the least able to pay for the education of their children. No doubt provision is made by the grant of studentships, free books and so on, for free education in such cases. But the number of free studentships which may be given according to rules is not sufficient to provide for all deserving cases and many who cannot afford to pay the fees are still not willing to confess their poverty by applying for the concessions. It is no doubt true that poverty is only one of many causes of the low percentage of children attending school. It may not be the chief cause. But here in Kolába some weight at any rate must be given to it; and where poverty can be pleaded as an excuse it is probably the only insuperable objection to what presumably is the end to be aimed at—the compulsory education of all children up to a certain standard.

4. The reports of the local authorities also show that there is little or no danger of free education being regarded with either suspicion or contempt. As far as the middle classes are concerned—traders and artizans—there could be no question in the matter, and the cultivating classes, though ignorant and unprogressive to a degree, have nevertheless a pretty clear idea of the advantages of education. They may not be willing to make many sacrifices to obtain it, but they are far past the stage of supposing that Government can have any ulterior motive in offering facilities for it.

5. If many children will be attracted by the abolition of fees, while few or none will cease coming on account of it, it follows that there will be a considerable increase

3. I understand that Government will reimburse private aided (such as the Madressah-tul-Islam) and Municipal schools for the loss they will sustain, and that the figures indicating the extent thereof will be supplied by you. Therefore it does not appear to me necessary to enter upon that part of the question.

4. But there is one class of school with which I should deprecate any interference.

I allude to the indigenous schools known as "Mullas'" which have been sedulously fostered of late years by your department and are now showing marked indications of improvement.

In addition to the grants from your department the mullas receive fees, in kind as a rule, from the parents, and with these, I think, it would be most impolitic to interfere. Very probably there is no idea of doing so, but I think it as well to mention the matter.

From T. H. VINES, Esq., Principal, Sind Madressah-tul-Islam, Káráchi, to H. C. MULES, Esq., M.V.O., Collector of Káráchi, no. 844, dated the 4th February 1907.

With reference to your no. 54, Revenue Department, dated the 11th ultimo, and a subsequent no. 161, General Department, dated the 30/31st ultimo, I have the honour to state that in my opinion the abolition of fees in the primary schools of this Division would be very popular among the Mahomedan community and would lead to a slow but steady increase in the number of pupils attending these schools. The Sind Madressah Board maintained three primary schools—Sindhi, Gujaráti and Urdu—teaching 4 standards above the Infants' class. The total annual cost of these three schools was last year R3,631-11-3, of which R656 was paid by Government as grant-in-aid and R516-8-0 was received as fees; total received R1,172-8-0. The remainder R2,459-3-3 was paid by the Madressah Board out of their funds.

I am of opinion that the abolition of fees and a corresponding increase of the Government grant-in-aid would not affect the three schools maintained by the Sind Madressah Board otherwise than as suggested above by a probable increase in the number of pupils attending the schools.

From T. L. F. BEAUMONT, Esq., President, Káráchi Municipality, to H. C. MULES, Esq., M.V.O., Collector of Káráchi, no. S.B.-938, dated the 13th March 1907.

With reference to your no. 249, dated the 11th February 1907, requesting that the Municipality's views on the proposed abolition of fees in all primary schools may be sent at an early date, and in continuation of this office no. G.-1601, dated the 15th ultimo, I have the honour to inform you that this Municipality at a general meeting held on Tuesday, the 12th instant, passed the following resolution:—

> "The Municipality agrees with the opinion of the School Board expressed in its Resolution, dated 4th February 1907, that fees should be abolished in all primary schools."

This Resolution was of course come to on the understanding that on the abolition of fees the Government grant would be increased sufficiently to make up for the loss of income that such abolition would entail.

From C. M. BAKER, Esq., B.A., I.C.S., Collector of Lárkhána, to the Director of Public Instruction, Bombay, no. 2858, dated the 1st June 1907.

I have the honour to submit my opinion on the proposal to abolish fees in primary schools.

2. There is a good deal to be said on either side of this question. In favour of abolition it is urged that our schools are not nearly as full as they ought to be and therefore that the fee system, so far from making the people value education, has had the opposite effect. There is of course no doubt that the fees are unpopular, and I believe it is true that in some places they cannot be collected. The master either pays the balance himself or gets the *panchayat* or chief men of the village to do so. This sounds very bad, and if the master has to pay himself it is bad, but I think it is much more common for the chief men of the village to pay, and this is merely to do what is done in almost every rural parish in England, with the rather important difference that they do not get any religious teaching for their money.

3. Opponents of the fee system say, of course, that the abolition of fees would greatly increase the attendance at schools. I am not myself persuaded that this is so. I have seen a great many free schools and I have seen schools before and after the introduction of fees and my impression is that there is no great difference. But perhaps I may be contradicted by statistics.

4. What sends boys to school in Sindhi villages is the influence of the zamindars and the Revenue officers. Fees give the parents an excuse for refusing, but I think

their real reasons are others. Some want their boys to look after the goats or to mind the shop, and they see no profit in book learning to make it preferable to these more familiar arts. Others have no objection to education, but keep their boys away because they do not like the schoolmaster or think he cannot teach properly. In this connection Mr. Covernton, Assistant Collector of Sehwán, suggests that the money to be spent on abolition of fees would be better spent in raising the pay and status of the schoolmaster, and I am inclined to think that he is right. We cannot and do not get a good class of men in village schools at the present rates of pay, and on the character of the schoolmaster very much depends.

5. Another point is that the abolition of fees in Board schools seems necessarily to involve their abolition in aided schools. Thus in Sind the mulla schoolmaster will become a sort of Government official, and with his transformation will disappear the spirit of enterprise and self-help in educational matters which he represents.

6. I remember that I was strongly opposed to the fee system when it was first introduced into Upper Sind. I thought it would destroy the village schools, but I soon found I was wrong and I am now in favour of its retention.

7. I regret the delay in sending this report. I have not yet got all my Assistants' opinions and the question is one which requires much thought and consultation.

From E. L. SALE, Esq., I.C.S., Collector of Sukkur, to the Secretary to Government of Bombay, Educational Department, no. 93, dated the 22nd April 1907.

I have the honour to submit the report called for in paragraph 2 of Government Resolution no. 2370, Educational Department, dated 19th December 1906.

2. The policy of abolishing all fees for primary education is one regarding which there always will be two views. Personally I consider that no move in the direction of the entire abolition of these fees should be taken until it is morally certain that there is a demand for the full employment of youths educated up to the standard of the Government Vernacular schools sufficient to meet the additional supply which the cheapening of education is likely to create in the future.

3. Before forecasting the probable effect of the abolition of fees in all primary schools of this district, I must first explain that it is customary to forego all fees in newly started schools for the first year or two of their institution and in girls' schools. In other rural schools there are a number of children on the free list, varying from 15 per cent. to as many as 70 per cent., according to the means of the parents or guardians of the majority of the pupils.

In the great majority of the rural schools in this district the children attending the school do not represent more than 50 per cent. of those children living within accessible distance of the school who are of school-going age. It might therefore be assumed that the abolition of fees would result in attracting a considerable number of those children who at present attend no school.

But such an assumption would in my opinion not be justified. Many, in fact most, of these children would be placed on the free list now were they to attend the school, for they are generally the children of the poorer labouring and cultivating classes. The following are some of the reasons why their parents do not send them to school:—

Because the parents do not see that any learning will be of use to their children in their life's career;

because the parents require the children to assist them in their daily work, to pasture sheep and cattle, to weed the fields, to frighten birds from the crops, to mind the shop, to look after the smaller children;

because the parents do not like to send their children any great distance away to school.

I think that it will be admitted that so long as the vast majority of the children who attend the rural schools consist of the children of agriculturists, labourers and petty shop-keepers (and, when these cease to form such a majorty, the last chapter will have been written on the history of the rural schools), the reasons given above which influence parents against sending their children to school will continue to exist. Possibly in time the first reason will exercise less force, especially among the shop-keepers, but it will be long before the labouring classes as a whole are imbued with any desire to train their sons up to follow any pursuit except that of their fathers.

I anticipate then that the abolition of fees will not result in attracting many children to the rural schools who do not now attend, since the incidence of the fees is only a small factor in the causes which keep such children from attending. The innovation will however be welcomed by the more indigent parents of those boys who pay schooling fees and by none more than by the class that maintains itself by petty shopkeeping and money-lending in a small way. Men of this class estimate every pice at its full value and it is the sons of such parents who now obtain the greatest benefit from

3. I understand that Government will reimburse private aided (such as the Madressah-tul-Islam) and Municipal schools for the loss they will sustain, and that the figures indicating the extent thereof will be supplied by you. Therefore it does not appear to me necessary to enter upon that part of the question.

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3. Opponents of the fee system say, of course, that the abolition of fees would greatly increase the attendance at schools. I am not myself persuaded that this is so. I have seen a great many free schools and I have seen schools before and after the introduction of fees and my impression is that there is no great difference. But perhaps I may be contradicted by statistics.

4. What sends boys to school in Sindhi villages is the influence of the zamindars and the Revenue officers. Fees give the parents an excuse for refusing, but I think

their real reasons are others. Some want their boys to look after the goats or to mind the shop, and they see no profit in book learning to make it preferable to these more familiar arts. Others have no objection to education, but keep their boys away because they do not like the schoolmaster or think he cannot teach properly. In this connection Mr. Coverton, Assistant Collector of Sehwán, suggests that the money to be spent on abolition of fees would be better spent in raising the pay and status of the schoolmaster, and I am inclined to think that he is right. We cannot and do not get a good class of men in village schools at the present rates of pay, and on the character of the schoolmaster very much depends.

5. Another point is that the abolition of fees in Board schools seems necessarily to involve their abolition in aided schools. Thus in Sind the mulla schoolmaster will become a sort of Government official, and with his transformation will disappear the spirit of enterprise and self-help in educational matters which he represents.

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In the great majority of the rural schools in this district the children attending the school do not represent more than 50 per cent. of those children living within accessible distance of the school who are of school-going age. It might therefore be assumed that the abolition of fees would result in attracting a considerable number of those children who at present attend no school.

But such an assumption would in my opinion not be justified. Many, in fact most, of these children would be placed on the free list now were they to attend the school, for they are generally the children of the poorer labouring and cultivating classes. The following are some of the reasons why their parents do not send them to school:—

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because the parents do not like to send their children any great distance away to school.

I think that it will be admitted that so long as the vast majority of the children who attend the rural schools consist of the children of agriculturists, labourers and petty shop-keepers (and, when these cease to form such a majorty, the last chapter will have been written on the history of the rural schools), the reasons given above which influence parents against sending their children to school will continue to exist. Possibly in time the first reason will exercise less force, especially among the shop-keepers, but it will be long before the labouring classes as a whole are imbued with any desire to train their sons up to follow any pursuit except that of their fathers.

I anticipate then that the abolition of fees will not result in attracting many children to the rural schools who do not now attend, since the incidence of the fees is only a small factor in the causes which keep such children from attending. The innovation will however be welcomed by the more indigent parents of those boys who pay schooling fees and by none more than by the class that maintains itself by petty shop-keeping and money-lending in a small way. Men of this class estimate every pice at its full value and it is the sons of such parents who now obtain the greatest benefit from

the education provided in the rural schools and who will obtain an increased share in its advantages if the fees are eventually abolished.

4. Figures showing the financial result of the abolition of fees in primary and middle schools will no doubt be furnished by the Educational Department. I cannot however refrain from asking whether the cause of education would not be better forwarded for the present at any rate by devoting the money, which would be spent by Government in meeting the deficit caused by the foregoing of these fees, to the increase of the number of existing primary schools and to the provision of proper accommodation for these existing primary schools, a large majority, I am sorry to say, of which are inadequately housed. The provision of commodious and well-equipped buildings and the establishment of a sufficient and competent teaching staff appear to me to be both measures which should take precedence of the abolition of all fees in primary and middle Vernacular schools.

5. In Municipal towns State-aided schools are on the whole well attended, and the percentage of free students seldom exceeds 15 per cent. of the total number of pupils attending. In the larger towns of Sukkur, Shikarpur and Rohri the advantages of education are generally recognized. The objections to schooling detailed in my second paragraph do not apply here: on the contrary the school is often welcomed as a useful place at which the younger members of the family may be kept out of mischief and out of harm's way during the working hours of the day. The abolition of fees in the Municipal towns of such schools will undoubtedly result at once in an increased attendance especially of children of tender age.

6. With the exception of the Mullahs' schools with which I will deal separately, there are very few private schools, State-aided or otherwise, in this district outside of the three larger Municipal towns. Those that do exist are usually of a semi-religious character. In Shikarpur there is a flourishing private school comprizing Vernacular and English branches which is maintained by fees and subscriptions in addition to a Government grant. The abolition of fees to a school of this sort would affect the proprietor very seriously and, unless the compensating grant were equal to the fees originally recovered, would probably result in its disappearance. There are C. M. S. Mission vernacular schools in Sukkur and Gurmukhi and Persian Schools in Sukkur and Shikarpur. In these schools the fees form no large item of the funds of maintenance and the numbers of the pupils would probably be little affected by the abolition of fees.

7. One hundred and eighteen Mullahs' schools in this district were in receipt of some grant from Government or Local Funds in 1905-06 and about 70 others are carried on without any Government grant. In these schools the Koran is taught to men, boys and girls and in the Government-aided schools this religious instruction is supplemented by some elementary teaching of Arabic-Sindhi. There is no regular system of fees, but the Mullahs, who are the teachers, receive grants in money or kind from the villagers and zamindárs of the village in which the school is situated. These grants are made for their religious services as well as their educational work. These schools fulfil a useful purpose in villages where there is no Local Board School, the teachers are exceedingly poor and often receive very little remuneration from those amongst whom they labour. For these reasons and because education, even of the most elementary description, is to be encouraged among the Mahomedan population of Sind, especially among the female portion of that community, I should be averse to the withdrawal of the grants to these institutions and would allow the Mullahs to continue to receive such help in kind as the villagers are ready to provide.

8. The proposal to supply at the cost of Government all school books used in the vernacular primary and middle schools has my most cordial suppport. In many schools the supply of books is insufficient owing to the inability of the parents of the poorer students to bear the expense to be incurred in purchasing the necessary class-books.

From M. D. Mackenzie, Esq., Deputy Commissioner, Thar and Párkar, to the Director of Public Instruction, Bombay Presidency, no. 188, dated the 22nd May 1907.

With reference to Government Resolution no. 2370, dated the 19th December last, I have the honour to offer the following opinion on the subject of the proposed abolition of fees in all primary schools, which are either under public management or in receipt of grant from public funds.

The points raised are summarised below:—

(1) Whether fees should be abolished in primary, secondary and middle vernacular schools.

(2) Whether all aided schools should be required to abolish fees or whether some should be allowed to retain them while foregoing the additional grant.

(3) Whether unaided schools should be left free to charge fees as at present.

(4) What measures should be adopted to prevent teachers from exacting fees as heretofore.

(5) Whether the supply of books free of charge should be made a part of the primary school system.

(6) Whether the abolition of fees should be gradual or *per saltum*.

I may state at the outset that I am altogether for the abolition of fees from primary, secondary as well as middle vernacular schools, as I have found that their permanent retention has greatly retarded the progress of education. The imposition of these fees has always been regarded with the utmost dissatisfaction by parents generally.

2. With a view to secure uniformity throughout India, aided schools likewise should be asked to give effect to the proposal. The abolition of fees in this case must be insisted on as a necessary condition for their receiving any aid at all.

3. No observations appear to be called for regarding unaided schools, as the question of their improvement is already engaging the attention of Government. The only unaided schools in this province are the Mulla schools.

4. As to the measures to be adopted to prevent teachers from exacting fees, I would recommend the amelioration of their status to the consideration of the educational authorities. The only remedy in my opinion lies in strict supervision and severe punishment. At the same time I do not say not to raise the pay, but let it not be thought that a mere raising of the pay will ensure an immediate moral regeneration. For one thing these men have far too many demands on their slender means in the shape of keeping defunct relatives' families and so forth to be able to afford to ignore any present.

5. The free supply of books should not be made universal. The privilege may be accorded only to those who have not the means to purchase them. I am inclined to think that a fixed maximum percentage should be allotted by the educational authorities, according to the approximate requirements of each school. A better plan would be to reduce the cost of the text books in schools to a nominal price, so as to bring them within easy reach of all. But perhaps the safest basis would be the income-tax or assessment paid by the parent.

6. I am of opinion that the abolition of fees from primary and secondary schools should preferably be *per saltum*. In the middle vernacular schools the step could be deferred till funds are found.

As the fees levied at present by Municipalities and Local Boards in their primary and secondary schools are merely nominal, the introduction of the proposed measure will not materially affect their finances.

From J. R. Martin, Esq., I.C.S., Deputy Commissioner, Upper Sind Frontier, to the Secretary to Government of Bombay, General Department, no. 1641, dated the 6th May 1907.

With reference to Government Resolution no. 2370 of 19th December 1906, General Department, calling for a report on the proposed abolition of fees in all primary schools publicly managed or in receipt of grants from public funds, I have the honour to state that no fees are charged in the Local Board schools of this district. The backward state of the district renders necessary the continuance of this concession whether the proposal now made is carried into practice or not.

2. From my acquaintance however with other parts of Upper Sind I should say that as far as Local Board schools are concerned the measure is likely to have no great and immediate effect on the spread of education here.

A liberal grant of admissions without payment of fees is made in most cases already and the main cause of the small attendance of pupils in the village schools is not the inability to pay the fees, but the fact that parents do not see any advantage in educating their boys unless for Government service and that the boys themselves are useful and used from an early age to do all sorts of odd jobs in the fields or in shops. In some cases however, especially if the selections for free admission are not sufficiently numerous or are not carefully supervised, it may be that the payment of fees and the provision of books do press rather heavily on parents who have been unwillingly forced to send their boys to school and the abolition of fees will be a good thing in doing away with this possibility.

3. As regards large towns the measure is likely to have more effect both because a better appreciation of the benefits of education prevails there and because amongst poor people the services of their children are less required than amongst an agricultural population.

4. The abolition of fees will no doubt be a popular measure and as far as I can learn has been unanimously approved of. I personally agree as to its desirability, but consider that the money if available could be better spent in improving the pay and prospects of present teachers and especially the stamp of recruits in the Education Department. It is impossible to expect good work for the pay now given to village

schoolmasters in small schools—in many cases less than that of a revenue peon—or to expect that good men if they can get anything else will accept such posts. It is unnecessary to enlarge on this topic which has been many times referred to both in official reports and elsewhere.

5. The measure if introduced will interfere little with Mulla schools—the most important class of private schools in Sind. Grants are to be made with a more liberal hand to these in the future from public funds, while their support, resting as it does on religious and social factors, is not likely to be in any way endangered by any question of the fees charged in the Local Board schools.

From W. DODERET, Esq., I.C.S., Commissioner, Northern Division, to the Secretary to Government of Bombay, Educational Department, no. 65, dated the 9th January 1907.

With reference to Government Resolution no. 2370, dated 19th December 1906, I have the honour to report as follows.

2. The abolition of fees in primary schools will be a popular measure and will serve in the long run as an encouragement to the spread of primary education, but the immediate effect will not, in my opinion, be appreciable. The fees charged in Primary Board Schools are very low and in the case of cess-paying agriculturists concession fees, being half the ordinary fees, are levied, while in every school there is a free list for children whose parents are too poor to pay fees. The ordinary village Board School is attended by the children of the local tradesmen, who are compelled and can afford to give their sons elementary education, so that they may help and eventually succeed them in their hereditary professions, and by the children of those agriculturists, who can afford to allow them to spare the time from work in the fields. The poorer cultivators and particularly the depressed classes, such as Kolis, Bhils, Dheds, etc., require their children to work in the fields or earn their living as day labourers, so that it is not an uncommon experience to find a school in a large Koli village attended by only about 25 per cent. of the boys of school-going age. I do not recollect ever having received complaints that the fee system deters parents from sending their children to school, and having regard to the difficulties mentioned above, I do not think that ino villages, at any rate, there will be an appreciable immediate increase in the number of children attending school, as a consequence of the abolition of the fee system. But the abolition of fees may tempt the cultivators in the future to send more of their boys to school, as there is very little doubt that the last quarter of a century has seen a distinct advance in the tendency of the agriculturist to avail himself of the benefits of education. In the small municipal towns there may be a slight immediate increase, the concession benefiting the very poorest of the professional classes who are too poor to pay the fees and buy school books for their children and too proud to enter their boys on the free list.

3. Paragraph 6 (*a*) of the Government of India letter. The curriculum in vernacular schools has no connexion with secondary education and separate primary departments in or connected with secondary schools do not to my knowledge exist. The ordinary course in Bombay is that a boy goes through his vernacular course up to the 5th standard and then enters either an Anglo-Vernacular or High School, if he desires an English eduoation. Therefore there does not appear to be any difficulty in Bombay in applying the principle laid down by the Government of India.

4. The effect of the abolition of fees in Primary Board Schools will be to attract children from the private schools where fees are levied. As the fees received are generally the only source of income of private unaided schools, the immediate effect will be that the number of aided schools will be increased and private managers will welcome the fixed grant-in-aid in lieu of an unstable and declining fee revenue. A certain number of special schools, *e.g.*, where Sanskrit or the Koran is taught, or Mission schools, will continue to exist, but the abolition of the fee system in Board and aided schools will probably be the death-blow of the private unaided schools. The cost to the State, resulting from the increased amount payable in the shape of grants-in-aid, will be heavy, but there can be little doubt that the general quality of primary education will improve by the disappearance of the unaided primary school which always contains a large proportion of uncertificated teachers.

From the Hon'ble Mr. M. C. GIBB, LL.B., I.C.S., Acting Commissioner, Central Division, to the Secretary to Government of Bombay, Educational Department, no. R.-990, dated the 9th April 1907.

I have the honour to submit the report called for by Government Resolution no. 2370 of 19th December 1906. I waited to do so till I received copies of reports of the Collectors, Central Division, made to the Director. I have got 4 of these so far and think it better not to wait longer.

2. I understand that the question whether fees should at present be abolished is still an open one, though the fact that the letter from the Government of India has been published or has been welcomed by the Press might make it somewhat difficult to recode.

The way the proposal then strikes me is this:

The main objects of the proposal appear to be—

(1) to bring India up to the standard of European countries as regards facilities for primary education;

(2) to increase the number of children who receive primary education.

3. In paragraph 4 of the Government of India letter, it is pointed out that the Commission of 1882-1883 advocated payment of fees on the ground (*inter alia*) that it is not fair that rate-payers should pay the cost of the schools when they can get no benefit from them. It is remarked that this argument loses its force "as soon as primary education is brought within the reach of all."

The Government of India therefore are apparently under the impression that there are schools in all villages in India. As a matter of fact, in this Presidency a district is fortunate which has a school in one village out of three. In 4 of the Deccan districts statistics are as follows:—

	No. of villages.	No. of Local Board primary schools.
Poona	1,204	285
Sholápur	717	216
West Khándesh	1,187	118
East Khándesh	1,848	307

Should fees be abolished something will indeed have been done to apply English theories to India; but to make education in India as in England open to all, there must be a school in every village, a consummation which the abolition of school fees will do nothing to hasten but may (from financial reasons) do something to retard.

4. As regards the 2nd and main object, I am sure every district officer in the Presidency will agree with me in thinking that the payment of fees does not deter people from sending their children to school. The free list enables the boys of the really very poor to attend without payment. The monthly half anna is not felt by the rest.

5. In order to prevent the abolition of fees directly defeating the object it is designed to bring about, that is to say, in order to prevent all risk of closure of schools for want of funds owing to the abolition of fees, it will apparently be necessary to increase the annual grant in this Presidency by the amount of fees received, that is, by R2,81,787.* This is, I understand, intended to be done. The question then that suggests itself is this: the object being to further the cause of primary education, would not that object be better furthered by an additional grant of (R2,81,787), the sum in question, the fees being maintained as at present? There is no doubt that efficiency in existing schools and increase in the number of schools could both be effected. Were additional funds available, there is no doubt that both these things are needed. I do not see therefore how there can be any but one answer and that in the affirmative to the question above asked.

* If abolition of fees did result in increased attendance the amount of additional grant would have to be larger.

As above indicated, however, the increased attendance would be nil or so small as to be negligeable at all events in rural areas. I see, however, that one officer apparently thinks there might be a slight increase in municipal schools.

Not till education is really within the reach of all by the existence of a school in every village, can we reach European standards in this matter; and it will be time enough then to consider the advisability of making India conform to European standards in the matter of abolition of fees.

6. I may add that I have considered the question mainly as it would affect rural areas; it is possible that abolition of fees might have some effect in increasing the attendance in municipal areas, though I do not myself believe it could have much; but in any case it would not seem possible to make education free in a town unless it was also free in the neighbouring village.

From the Hon'ble Mr. W. W. Drew, B.A., I.C.S., Commissioner, Southern Division, to the Director of Public Instruction, Poona, no. 2308, dated the 24th May 1907.

I have the honour to state that I have been waiting for the reports of the Collectors of the Division, whom I had asked to take the opinions of the District and Táluka Local Boards, before sending you my views on the subject of the abolition of fees in Primary Schools, called for in Government Resolution no. 2370 of 19th December 1906, Educational Department, but as you have expedited my report, I send it now without waiting for two of the Collectors' reports, which I have not yet received.

2. Those whose reports I have received are all in favour of the reduction, and so are the Local Boards and Municipalities, on the understanding that Government will make up from general revenues all the loss that the bodies may be put to, for those who

have been consulted are persons who will be benefited by the proposal, while the voice of those who will not, cannot make itself heard.

3. Mr. Panse is the Collector most strongly in favour of the abolition and he is the only one who has supplied any figures, but I cannot say that I think he proves his argument. In his penultimate paragraph he states that the introduction of free primary education will have conferred an incalculable boon on the rural population, but in paragraph 5 he estimates the resulting increase in rural schools at only 1,000 pupils.

4. Mr. Maconochie estimates the loss of school fees at R11,000, but makes no mention of increased expenditure. Mr. Bomanji states that this latter item will be large, and that the accommodation at most schools will have to be increased.

5. The reports from Dhárwár do not seem to be altogether in favour of the abolition unless accompanied by a contribution from Government sufficient not only to make up for the loss, but also to provide for all the additional accommodation, schoolmasters and contingent charges required for normal expansion as well as the additional increase following on the abolition of fees. The last paragraph of Mr. Graham's report is most pertinent.

6. I calculate that the sum immediately required to replace the loss, if all fees in Primary Schools are abolished at a blow, cannot be much less than a lákh, as the following table taken from the figures at pages 33 and 34 of the supplement to the Director of Public Instruction's report for 1905-06 will show:—

District.	Local Board schools.	Municipal schools.	Aided schools.	Unaided schools.	Total.
	R	R	R	R	R
Belgaum	10,545	2,718	4,144	...	17,407
Bijápur	9,492	1,508	1,230	...	12,230
Dhárwár	15,531	6,337	10,953	...	32,821
Kánara	4,367	1,742	987	...	7,096
Kolába	5,578	2,111	1,281	...	8,970
Ratnágiri	10,569	2,438	7,351	...	20,358
Total	56,082	16,854	25,946	...	98,882

7. But the provision of this amount alone without any allowance for newcomers, who would be attracted by the absence of fees, would not be sufficient. It would be a thousand pities if all who wished to come could not be admitted, or the teaching were to deteriorate through weakness of the staff. For it might end in parents withdrawing their sons, or refusing to send them when they could be admitted with advantage.

8. I am myself very strongly opposed to the abolition of the fees, for in the present state of education and educational facilities, it is a measure that will be entirely to the advantage of the upper and middle classes at the expense of the poorer. For, the bulk of the imperial and provincial taxation in this Presidency is derived from the land tax, and the payers are the occupants of the land, who are mostly of the poorer classes, and the whole of the Local Fund cess falls on them. They are just the people who get the least benefit from these funds, partly because they are not yet convinced of the advantages of education, but still more because of the want of schools in many agricultural tracts, and the consequent impossibility of sending their children to school. I have often thought that it was very unfair on the small land-owner, who contributes his share of the provincial taxation that is spent on education and pays a Local Fund cess, one-third of which is devoted to the same purpose, that he should be debarred from getting any benefit from it unless he sends his children to reside at a distant village, which must entail what is to him a considerable expense. The improvements in the methods of teachings and the increase of the pay of the teachers, which have been introduced during the last 20 years, and which are a splendid thing in themselves, have been no use to him but rather the other way, for they have absorbed money, which might otherwise have been utilized in increasing the number of schools, and bringing them within the reach of every one. The cultivating occupants, therefore, who are the backbone of this Presidency, and whose status we are so concerned in preserving, are now called on to pay money to widen the gulf which exists between them and the mercantile and professional classes in respect of education. The abolition of fees under present circumstances will intensify this, unless funds can be found not only to recoup the loss of income, but also to establish as many additional schools as will be required to bring one within reach of every villager's family. It is evident that this cannot be done without either increase of existing taxation, postponement of taxes that would otherwise be reduced, or diversion of funds from other purposes.

I would, therefore, strongly recommend that before the fees are reduced new schools should be established in every village, where there is sufficient attendance to keep one schoolmaster fully occupied. Otherwise Government will be liberal to certain classes of the people at the expense of others more deserving of consideration.

From the Hon'ble Mr. F. G. SELBY, M.A., Acting Director of Public Instruction, Poona, to the Secretary to Government, of Bombay, Educational Department, no. 4466, dated the 29th July 1907.

With reference to Government Resolution no. 2370, Educational Department, of the 19th December last, I have the honour to submit the following report with reference to the three Divisions of the Presidency. I propose to deal with Sind and with the City of Bombay in separate reports.

2. From paragraphs 5 and 6 of the Government of India's letter I understand that the proposal is not to provide for a universal system of free education but merely to remit fees in schools already existing. If this be the intention, I must respectfully express the opinion that it involves a waste of public money which might be usefully employed in other ways to further the object which the Government of India have in view, *viz.*, an increase of the number of school-going children. My reason for saying this is that practically no children are at present kept away from school merely on account of the fee.

3. The classes who now send their children to school are, broadly speaking, the Brahmins, the traders, and the richer agriculturists. All these will continue to send them even if the fee remains. The Brahmins and the traders feel that they get their money's worth: and even the better class of agriculturists like to have at least one son educated. If any of these classes are really too poor to pay the fees, their children are provided for by our elastic system of free admissions. The percentage is nominally fixed, but in most cases it is sufficiently high to provide for all who wish to profit by it. Where this is not the case, the limit is exceeded for the benefit of any who are really poor. At any rate, to raise the percentage of free students would be cheaper than abolishing the fee, and so far as attendance is concerned would produce the same result.

4. The reason why the poorer agriculturists and the lower classes do not send their children to school is not that they would have to pay the fee, which is very small, but that the labour of their children is too valuable. The lower classes and Mahomedans are already admitted free, and we have in some cases special free schools for the lowest classes. But free education does not attract them in any numbers. Girls also are admitted free but in present circumstances there is an invincible prejudice against keeping them in schools after about 12 years of age.

5. So far, therefore, to make education free will simply amount to making to certain classes a present of money which they are perfectly able and willing to spend. The cost of providing books and other school necessaries is a much greater deterrent than the payment of fees.

6. Further, I calculate that there must be at least 100,000 children in the Presidency who do not go to school for the simple reason that there are no schools for them to go to. The sum which it is proposed to remit would be much more usefully spent in providing schools for some of these children. My Inspectors, whom I have pressed hard on the point, are unanimous in stating that if fees are remitted the increase in attendance will not, taking Municipal and Local areas together, exceed 15 per cent., *i.e.*, roughly speaking, 56,005. I invite attention to the last paragraph of Mr. Lory's report: and to paragraph V in the report of Mr. Karandikar.

7. Another object—and I press this point very earnestly—on which the money might be more usefully spent is in increasing the pay of school-masters. Revenue officers are constantly urging the necessity of this upon me. The schoolmasters in some districts of Gujarát threatened to strike the other day unless their pay and prospects were improved. Twenty-five per cent. of our teachers are receiving only R7 a month, *i.e.*, less than the wages of a common coolie: and in some places we cannot open schools simply because for the wages that we offer we cannot even get men who have not passed a qualifying examination of any kind. Nor is this all. We have I consider in our Masters' Codes made virtual promises to our trained masters which we do not keep. We declare men with a certain qualification to be eligible for a salary of R60. Yet in the whole of the Southern Division there is only one man who draws that amount. These facts are attracting universal notice, and increased expenditure, running into lakhs, must be faced.

8. I am of opinion therefore that the "obstacle to the spread of primary education" is not the fee, but the want of schools and the low wages of masters. A master who is worse paid than a coolie or a peon cannot be expected to put much heart into his work.

9. The Government of India next say that the abolition of the fee will be a "reduction of taxation." No doubt certain classes will cease to pay what they are prefectly willing and able to pay. But what they no longer pay must still be paid. It will come out of general taxes, *i.e.*, to some extent out of the pockets of those who are less able to pay than those who have paid it hitherto. Moreover, a relief of taxation should be universal, and I think that the remission of fees will lead to great discontent. The cess-payer who has no school will certainly grumble when he finds that his more fortunate neighbour gets his school for nothing. At present he consoles himself with the thought that some day Government may have money to spare for him. But if Government suddenly give to "those who have," the chances of a school for those "who

have not" become more remote than ever. Indeed if education is to be made free I do not see how Government can continue to levy the educational cess at all. The cess is part payment for education. If the fee is to be abolished altogether in Municipal schools why are the parents of boys in rural schools still to continue to pay half of it? Paragraph IV of the Government of India's letter appears to recognise that when a cess is paid all the cess-payers must have a school. Then the amount of the cess, R8,21,077, must be added to the cost of making education free.

10. The argument from England and other countries is not convincing. I presume that parents there would be punished if they did not send their children to school. Education in Europe is free because it is compulsory. Indeed it cannot be made free unless it is made compulsory, but that is no argument for making it free but not compulsory.

11. Wherever in my synopsis of reports I have said that a Revenue official agrees with me I mean that he is in general accord with the views that I have so far expressed.

12. Some Indian gentlemen are no doubt in favour of compulsion. My idea is that if education is to be made free something should be done to familiarise people with the idea that free education means ultimately compulsory education. Compulsion will no doubt be unpopular, and as the demand for free and compulsory education comes not from Government but from the educated classes, I think that they should bear the odium of enforcing it. I would empower Municipalities in the large towns in every district to enforce education in the case of all boys between the ages say of 6 and 11. The people would then be prepared for compulsion all round in course of time. The Honourable Mr. Gokhale authorises me to say that in his opinion if the Municipalities will not exercise the power when it is given to them by the Legislature, Government may henceforth neglect the educated Indians as a discredited body—as a class whose talk means nothing. He would have Government empower Municipalities to enforce education to begin with in towns with a population of over 100,000. After some five years he would have Government enforce it in all towns of 50,000 and over. And after some ten years more he would have universal compulsion by Government. Other Indian friends of mine are opposed to any form of compulsion at least for the present.

13. Passing to paragraph 6 of the Government of India's letter I may say that in this Presidency there is no difficulty in distinguishing between primary and secondary education. There may be vernacular schools connected as feeders with secondary institutions, but still they are "indistinguishable from the ordinary vernacular schools".

14. It is stated in the next paragraph that "the greater part of primary education is given in schools under private management". This is not the case in the Bombay Presidency. The actual figures according to the last returns are—in public schools 314,035, in aided schools 41,651.

15. Speaking generally, no aided school will be able to charge fees when there is a free Government school side by side with it. If an aided school of the ordinary type charging fees is the only school in a village I think that the school-master may be asked to discontinue fees on receipt of compensation. I know no reason why any exceptions should be made to this rule. In the case of Mission schools which charge no fees I see no reason for any compensation being given. They will lose nothing by the change and therefore there is nothing to be made good. There are a number of indigenous schools the masters of which are generally paid partly in money partly in kind. These two forms of payment must together be counted as fees, and the master must receive compensation for them. There is no reason why he should be allowed to go on receiving either kind of remuneration: and as a matter of fact no body would pay him either when it was known that Government were compensating him for both. Parents will still continue, partly from force of custom, partly from religious sentiment, to make occasional presents to masters at stated times. This cannot be prevented, nor is it desirable to try to prevent it. But with reference to paragraph 13 of the Government of India's letter, I may say that if fees are remitted, generally no payments in kind will remain of which we need take any account.

16. I pass next to consider the principle on which compensation is to be given. Local Boards and Municipal schools present no difficulty. They have simply to receive the amount of present fees and a proportionate increase for the expected additions to their numbers which as I have said may be calculated at 15 per cent. in the three Divisions. It is a mere matter of Arithmetic to turn this into a capitation grant of so much a head. It may of course be argued that every additional child does not mean additional cost. But practically he does.

17. Classes are overcrowded already: and moreover the greatest number of new admissions will probably be at the bottom and will therefore require new masters. I may say, by the way, that the figures given as "cost of increase" by Inspectors are intended to include the total cost, that is, the cost of the necessary masters and of, at least, rented buildings.

18. As for the compensation to aided schools, I propose to divide them into two classes and to give compensation up to a maximum of R3-8-0 yearly a head on the

average monthly attendance to schools of the first class, and up to a maximum of R2 to those of the second class. I have gone very carefully into this matter with the Inspectors and this would appear to be reasonable compensation for actual loss. The Inspectors know what fees are as a matter of fact charged, and they know in what cases returns are to be relied on, and they are confident that they will have no difficulty in discriminating fairly between the two classes of schools. It may seem that the rate of compensation proposed, especially for the second class of schools, is somewhat high. But it is not really so. Aided schools do as a matter of fact charge higher fees than Government schools. This is the case even in a place like Poona where there is so much competition. The fees in the Nutan Marathi Vidyalaya school are higher than those in the Municipal schools. The reason is that they offer or are thought to offer some special advantages. Where the aided school is the only school in a place, there is of course nothing to beat down its rate of fees.

19. One result of remitting and giving compensation for fees to aided schools will of course be to turn the majority of what are now aided schools into Government schools. Schools belonging to Missions and a few belonging to Native Societies (and these alone can be expected to come into the first class) are the only schools which have any considerable resources of their own. The rest, probably 99-100 of the whole, live on fees and the Government grant. What appears in a return as a private contribution is often nothing but the payment of an old debt. When Government pay the fee as well as the grant, they will be entirely financed by Government. But beyond subjecting them to a somewhat more rigid supervision, I would not interfere with such independence as they at present enjoy. They are cheaper than Government schools. They often exist where there are no Government schools. Even when the two kinds of schools exist side by side, the competition is good for both of them. It would be difficult for us to provide masters for all of them: and we cannot take over the complete administration of them without large and expensive additions to our existing staff. Indigenous schools must receive as compensation for loss of fees a capitation grant of R2 a head yearly on the average monthly attendance. The masters of these schools do as a matter of fact succeed in getting high fees—higher than those charged in ordinary primary schools. They exist as a rule where there is no competition: and it is the policy of Government to encourage and elevate them. So much for the mode of compensation to different classes of schools.

20. As for girls' schools mentioned by the Government of India in their paragraph 8, the compensation to be given has been included in the Inspectors' estimates of cost. In certain girls' schools in Bombay high fees are charged. But that is because the girls' parents do not want their children to associate with the girls in ordinary public schools. This is a luxury for which Government cannot be expected to pay. These schools will continue to exist and to charge fees. But I know of no reason why Government should not insist on the abolition of fees in girls' schools of the ordinary type as a condition of their receiving aid.

21. The question raised by the Government of India in their paragraph 11 is a simple one. Unaided schools are almost entirely of the indigenous type. It has always been the policy of Government to bring them on to the aided list as they are found to deserve it. The remission of fees will neither accelerate nor retard this process. I have already dealt with the matter of paragraphs 12, 13 and 14. I need only add that when it is known to be the policy of Government to give education free we must not expect any considerable local contributions in future except possibly towards institutions to be founded for the benefit of some particular caste or in connection with some particular form of religion.

22. Lastly, I have already expressed the opinion that the cost of providing school books and other requisites is a much greater hindrance to the spread of education than the fee. This is especially the case so far as the lowest standards are concerned. Young children soon destroy their books: and three or four primers may have to be bought for one child in a single year. But the cost of providing these things for children in Local and Municipal Boards would amount at least to two lakhs of rupees a year. I can only suggest that Government might yearly place such sums as they can afford at the disposal of Deputy Inspectors for the supply of books to the very poorest.

23. I now proceed to consider the probable cost of the measure. I may say that the principles of compensation which I have suggested were arrived at and agreed upon after careful consultation with the three Divisional Inspectors and the Principal of the Poona Training College, all of whom came to my office for the purpose. The figures given in the tables at the end of the Inspectors' reports* would require considerable modifications in view of the discussion which we had on the whole subject. But as all agreed in the conclusion finally reached, it is not necessary to go in detail into the preliminary estimates which were formulated. I may add that it is the opinion of all the Inspectors that in taking the probable increase of attendance at 15 per cent., I am putting it too high. I do not think so myself and therefore I have adhered to that figure. It is a matter of opinion, and no proof either way is possible beforehand.

* A table prepared at my request by Mr. Prior after his report was received is appended to this letter.

24. In order to compensate for remission of actual fees of existing pupils in Municipal and Local Board schools, it is necessary only to give the actual amount of these fees. My figures are thus for 1906-07. I must assume that the expected additional 15 per cent. of children will require extra accommodation and masters: and I therefore take the cost of them at R7 a head.

25. The average monthly number in Municipal and Local Board schools is 326,711. The increase at 15 per cent. would be 49,006, giving a total of 375,717. The actual amount of fees received was R1,92,577. The extra cost of 15 per cent. more children at R7 a head would be R3,43,042. The whole of this must be provided by Government, for neither Local nor Municipal Boards can add to their present expenditure. Thus the total cost on account of Local Board and Municipal schools will be R5,35,619.

26. The average monthly number in aided schools was 46,665. The increase at 15 per cent. will be 6,999. The cost on the present attendance at R2 per head* would be R93,330. The cost of 15 per cent. additional children at R7 per head would be R48,993, or a total of R1,42,323. Thus the total cost of the scheme so far as Municipal, Local Board and aided schools are concerned, will be R6,77,942.

* Very few will get the higher rate of Rs. 3-8-0 and many will fall below the lower maximum of Rs. 2.

27. There remains the question of unaided schools. They are, as I have explained, almost entirely indigenous schools which are not yet sufficiently good to be taken on the aided list. I cannot assume that all the children attending them will go to Board schools and must be paid for at the rate of R7 a head. This seems to me impossible. Most of the schools are in places where there are no Board schools: and it is not the intention of the Government of India to set up a free school wherever there is room for a school. My idea is that these schools should be left out of the scheme altogether for the present. If they gave anything like a decent education they would be on the aided list already: and I propose simply to continue the present system of taking them on to the aided list as they become fit for it. When once they were on the list I would compensate them at the rate already proposed for indigenous schools. For this purpose it would probably be sufficient to provide some R20,000 a year for all the three Divisions together. I do not think that the offer of free education ought to be made an occasion for maintaining worthless schools. No doubt a certain number of these exists in towns and other places side by side with schools of the ordinary type. When this is the case some of the children may migrate into Board schools. But I cannot assume that even this will always be the case: because some of them give a kind of education which is wanted by certain classes who may therefore still be willing to pay for it. After a time of course an aided indigenous school may be converted into a primary school of the ordinary type. But this will not affect the question of cost, because the rate of compensation to an indigenous school is as high as that to primary school.

28. On the whole, then, I calculate that the total cost of the measure for the three Divisions of the Presidency proper will be seven lakhs.

29. I submit with this letter the supplementary table made by Mr. Prior and a synopsis of reports received from Revenue officers.

30. The two hundred printed copies of these reports required by Government will be submitted in a very short time. The delay in completing the compilation is due to the fact that I waited for the report of the Commissioner in Sind. I have not yet received it, and I shall submit it separately with my report on Sind.

From R. D. Prior, Esq., M.A., Educational Inspector, Central Division, to the Director of Public Instruction, Poona, no. C. B.-2667, dated the 25th June 1907.

In reply to your no. 3023 of 1907-08, dated 22nd instant, I have the honour to submit the following figures showing the probable cost of carrying out the measures proposed by the Government of India:—

	R
1. Grant to Local Boards to recoup their loss of fee income	42,231
2. Grant to cover expansion the direct outcome of the scheme under Local Boards.	1,17,268
3. Grant to Municipal Boards to recoup their loss in fee income . . .	22,025
4. Ditto ditto to cover expansion	76,385
5. Fee grant to aided schools	17,787
6. Provision for unaided schools	5,832
7. Grant for books and other requisites to Local Boards	38,710
8. Ditto ditto to Municipal Boards	18,086
TOTAL .	3,38,324

The figures under 1, 2, 3 and 4 are calculated by multiplying the numbers estimated by the Deputies, by the cost per head in this Division of the two classes of schools. I

may mention that the Deputies estimate the increase at very various rates: on the whole they estimate approximately an increase of 15 per cent. in Local Board and 22 per cent. in Municipal schools.

Nos. 7 and 8 "Grants for books and requisites" are arrived at by multiplying the additional numbers expected by ₨2 which I have stated already to be the approximate cost per head on that account.

2. No figures in that connection are quoted for aided schools as I anticipate that their numbers will decline.

3. Under no. 5 "Fee-grant to aided schools" I have inserted the actual fee figures, as compensation for this is the least Government will have to supply: a half grant would by no means suffice.

Synopsis of Reports received.

I have not had these reports printed because they are all to the same effect.

Municipalities and Local Boards.

They welcome, or at least do not object to, the measure provided that they are fully compensated for loss of fees. Here and there, as in parts of Khándesh, a Municipality might be willing to bear half of the immediate loss: but we cannot, I think, draw any distinction. At any rate all would require compensation over and above what is incurred at present due to increased number of pupils.

The Sukkur Municipality are the sole exception. They regard the measure as not conceived in the best interest of the pupils.

Collectors.

Mr. Tupper, Collector of Ahmedabad, and his Assistants agree with me. They lay special stress on the point that if education is made free, it ought, at the same time, to be made compulsory, otherwise other Departments will be starved without any good being done to education. They also emphasize the point that to make education free without making it compulsory is to give relief to the classes who are best able to pay.

Mr. Bagnell of Broach thinks that if fees are remitted there will be a great spread of primary education even among the backward classes. He gives no reason. He would allow private aided schools to continue to charge fees at their discertion and would make the amount of aid depend on fee receipts. I think this would make finance uncertain, and Mr. Bagnell does not consider whether such schools could continue to charge fees, education being obtainable elsewhere free.

Mr. Wood of Kaira agrees generally with me. He adds that the measure would give the greatest relief to those who are the most lightly taxed.

Mr. Brown of the Panch Mahâls agrees with me as to the rural schools but thinks that the abolition of fees would have a good effect in the schools managed by the Municipalities of Godhra and Dohad. Extra expenditure would of course follow the increased attendance. He calculates the compensation for fees to be paid at ₨2,075. He suggests a discretionary grant to the Deputy Inspector for supplying books and school requisites to boys properly certified as too poor to buy them. He is informed that the cost of supplying books free to all boys in his district would be ₨10,000 yearly.

Mr. Scotson of Surat thinks that the measures will be received with general satisfaction, but that when education is made free, the school-going classes in any village where there is not a school will demand one as right—a remission of taxation (which abolition of fees is) being claimable by all. He does not think it will have any effect on the classes who do not now go to school. He says that a proposal to make education free only for those who can't afford to pay is impracticable. He adds that "the ordinary school requisites" should be provided free, the parents making good any damage beyond fair wear and tear. He does not seem to have calculated the cost of this. He makes certain proposals for calculating compensation, and advocates, for the extension of education, where there are no schools, private schools with masters of lower qualifications than our own. These, like aided schools in the future, will of course be entirely financed by Government. He considers that the provision of schools where there are none is more important than the abolition of fees. The cess-payer who has no school gets nothing for his cess. ₨12,500 would be the compensation for fees now paid in Surat. Possibly ₨10,350 would be required on account of expansion.

Mr. Wales of Thána agrees with me. He adds that the remission of fees will benefit the wealthy traders much more than those who, even if fees are remitted, will still continue to contribute to Local Funds.

Mr. Orr of Nagar agrees with me. Instead of abolishing fees altogether he proposes "the provision of books, slates, etc., gratis only to boys in the first three standards in primary vernacular schools, and the multiplication of free scholarships for poor boys selected from the most capable in the 3rd standard who wish to study up to the 6th

standard". His Assistant, Mr. Ghosal, has been told what Mr. Prior has often heard, that when parents have nothing to pay for their children's education they will take no trouble to make them attend regularly. Mr. Ghosal adds that many people think that education would be more valued if Government appeared to set a higher value on it by charging more for it.

Mr. Simcox of East Khándesh agrees generally with me. He thinks that the attendance at school depends rather on the degree of moral compulsion exercised by authority than on fees. His report should be read in full.

Mr. Shepherd of West Khándesh agrees with me.

Mr. Moore of Násik agrees with me so far as Local Boards schools are concerned. He proposes "to try the experiment of abolishing fees in Municipal schools—compensating the Municipalities for the loss—where the conditions are comparatively favourable to the spread of education, and to leave Local Board schools alone until the result of the Municipal experiment is ascertained except that he would increase the pay of their lowest grade teachers and provide them with better educational equipment."

Mr. Carmichael of Poona agrees generally with me. He would allow private aided schools to charge fees and would deduct nothing on account of their so doing. He thinks that when a man gets a fee, it is a stimulus to efficiency—a reminiscence perhaps of his countryman Adam Smith. He thinks that we ought to encourage such schools where we have none of our own—and that even when we have they stimulate to efficiency by competition. He does not face the question whether they could exact fees, education being obtainable elsewhere free.

Mr. Arthur of Sátára and his Assistants agree with me.

Mr. Rothfeld of Sholápur advocates the abolition of fees but does not think that it will immediately produce any rise in attendance. He expresses a fear that the measure may benefit Bengal at the expense of other Presidencies.

Mr. Brendon of Belgaum points out that the measure will do nothing for the extension of primary education except in so far as it may add to the number of school-going children in places where schools already exist. It would be better to use the money for opening schools where schools do not exist.

Mr. Bomanji of Bijápur submits an opinion from one of his Assistants that the abolition of fees will increase attendance by 30 or 40 per cent., which will of course increase expenditure, especially on buildings. Mr. Bomanji thinks that when education is free it will devolve on Government altogether to provide buildings. We must no longer expect private contributions. He is in favour of providing books, etc., free to poor students.

Mr. Hudson, Collector of Dhárwár, is willing that fees should be abolished, and hopes that in assigning compensation Government will remember that Boards will not only have lost fees, but will also be put to extra expense on account of the increased number of pupils.

Mr. Panse of Kánara thinks that the fee is the one obstacle to a general diffusion of education in his district. He estimates that R15,000 will be required to compensate for loss of fees and to provide masters for the extra pupils that may be expected. (Mr. Panse is not very clear. In paragraph 4 he seems to say that no compensation will be required for loss of fees: in paragraph 5 he makes provision for it. Certainly from the opening words of his letter I should have expected an influx of something more than the 1,500 boys mentioned in paragraph 5. Nor do I quite follow his calculations. The sum of R14,900 on the top of page 2 does not tally with the figure 13,721 on the page which follows.) He thinks that except on the coast voluntary contributions will still be forthcoming towards the cost of erecting buildings. He says that we ought not to aid schools with imperfect teachers: but he does not seem to have faced the difficulty of providing trained teachers for 1,500 boys.

Mr. Chuckerbutty of Kolába reports that all his Municipalities and Local Boards are in favour of the measure if they are guaranteed against loss. He approves of it and if for financial reasons it is not possible at once all over India, he recommends that it be introduced:—

(1) In areas within a radius of approximately 20 miles of Presidency towns.

(2) In areas within a radius of approximately 20 miles of towns with a population of 20,000 or over.

(3) In hill areas inhabited by semi-civilised tribes. But the areas should be small and central to the hill tribes, and education should be made as far as possible compulsory. (I am not sure if he means for hill tribes only or in all cases.)

Mr. Broomfield, his Assistant, is also in favour of the measure. He thinks that inability to pay the fee does keep boys away from schools in Kolába, especially among the landless classes. He thinks that the immediate increase will not be very great,

possibly 20 per cent., because there are so many children who have no school within easy reach. When aided schools are turned, as with few exceptions they will be, into Government schools by accepting compensation for fees sacrificed, something will have been done to increase the number of free schools, but when free education is once started it must be made universal. In Japan it costs the State £5,000,000. We have five times the population and spend at present out of public revenues only R13,00,000. This will give an idea of the probable cost. He suggests that free books are a necessary complement of free education, and reckons that they would cost one and a half as much again as the abolition of fees.

Mr. Maconochie of Ratnágiri is in favour of abolishing fees. He says that Presidents of Táluka Boards and some of the more prominent members of the District Local Boards whom he has consulted agree with him. No reasons are given. Mr. Maconochie adds that the loss of R11,000 in fees is immaterial to the District Local Boards as Government will make it good.

Mr. Pratt, Collector of Hyderabad, is in favour of the abolition of fees though he does not expect that it will result in increased attendance. He submits a report from a Mahomedan Assistant Collector showing why the mullah schools should not be interfered with.

Mr. Mules of Karáchi is in favour of the measure, but agrees with Mr. Sale as to mullah schools.

Mr. Baker, Collector of Lárkhána, says that fees are undoubtedly unpopular and in some cases cannot be collected. The deficit is made good either by the masters or by the chief men of the village. His experience leads him to think that abolition of fees would not increase attendance. He thinks that the fee is rather the excuse than the real reasons for not sending boys to school. Rather than abolish fees he would improve the pay and status of the school-master. He is opposed to the abolition of fees. He adds: "Another point is that the abolition of fees in Board schools seems necessarily to involve their abolition in aided schools. Thus in Sind the mullah schoolmaster will become a sort of Government official, and with his transformation will disappear the spirit of enterprise and self-help in educational matters which he represents."

Mr. Sale of Sukkur agrees with me so far as rural labourers' children are concerned. He thinks the abolition of fees would attract more children of petty shop-keepers and money-lenders, and that in Municipal towns there will be a considerable influx of young children who are a nuisance to their parents at home. He is in favour of free books. Mullahs should continue to be paid in kind as at present. Mr. Sale objects to the measure on the ground that it is not desirable to produce an educated class for whom Government can find no employ.

Mr. Mackenzie, Deputy Commissioner, Thar and Párkar, is in favour of the measure. He says that the retention of fees prevents the progress of education. He would also like books to be supplied free to the really poor. The remission of fees, he says, would practically involve no financial loss. (He is speaking, I presume, of his own district.)

Mr. Martin, Deputy Commissioner, Upper Sind Frontier, reports that in this poor district no fees are paid. As to the policy of the measure in the rest of Sind he agrees generally with me. The mullah schools, he says, are unaffected because in any case they are to receive increased grants.

Commissioners.

Mr. Doderet, Northern Division, agrees with me as to the immediate future, though he is hopeful as to the more distant results. He points out that private and unaided schools must disappear, which will be a good thing, but that the amount given to aided and Board schools must in consequence increase.

The Hon'ble Mr. Gibb, Central Division, agrees with me that the R2,81,787 to be remitted in fees would be much better employed in opening schools where there are none. He points out that a district is fortunate which has a school in one village out of three.

The Hon'ble Mr. Drew, Southern Division, submits reports from his Assistants showing that they are generally in favour of the measure, though some of them even have a misgiving that when it is announced that education can be had for nothing there will be an inrush of boys who have no intention of studying seriously or attending regularly. Mr. Drew himself agrees with me. I invite the attention of Government to his report as he puts his case forcibly. He brings out one point particularly, *viz.*, the hardship which will be inflicted on the many cess-payers who now contribute to schools for others richer than themselves and yet have no schools for their own children. When the cost of existing schools has to be borne by public funds, their chance of getting schools for their own children will be more remote than ever. Mr. Drew calculates that the immediate cost of compensating for present fees in his Division will be one lakh.

From the Hon'ble Mr. F. G. SELBY, M.A., Acting Director of Public Instruction, Poona, to the Secretary to Government of Bombay, Educational Department, no. 8067, dated the 16th November 1907.

In continuation of my letter no. 4466, dated the 29th July 1907, I have the honour to forward a report from the Commissioner in Sind and to remark as follows.

2. The circumstances of this Province are peculiar, and even if the proposed system of free education be introduced in other parts of the Presidency, I think that Sind should be excluded from the operation of the measure.

3. The following remark taken from a report made to me by the Inspector in Sind is important:—

"Fee remission has invariably been freely allowed in Sind, and at no long intervals the needs of each táluka in this respect have been inquired into and satisfied. In new schools total exemption for three years has been allowed so that the schools may take root. It is certain that no boy in Sind has been kept back from school by reason of inability to pay fees."

4. It is unlikely therefore that anything considerable will be done for the extension of primary education by the remission of fees.

5. If the measure is introduced, I estimate the cost of it as follows: In Local Board schools the compensation for loss of present fees would be R6,000. Assuming an increase in attendance of 7½ per cent.—which is sufficiently high—the increase in number of pupils would be 1,800, and the amount to be paid, taking the cost at R11-4 per head, would be R20,250. Thus I take the cost of the measure, so far as Local Board schools are concerned, to be R26,250.

6. In Municipal schools the compensation for loss of present fees would be R9,000. Assuming that the attendance increases by 7½ per cent., the increased attendance would be 615, and taking the cost of education at R12-4 per head, the amount to be paid would be R7,534. Thus I take the cost of the measure, so far as it would affect Municipal schools, to be R16,534.

7. There are no aided schools in Local Board areas.

8. In aided schools in Municipal areas the compensation for actual fees would be R15,685. At this point difficulties begin. Even the correctness of the estimates which I have so far given will depend upon the manner in which Government treats these schools.

9. In the first place they are purely business concerns subsisting on fees and the Government grant. If Government pay an amount equivalent to the fees, they will finance the schools altogether. Therefore, as in other parts of the Presidency, though nominally aided they will really be Government schools though practically enjoying much of the freedom conceded to aided schools. If fees are to be abolished, the only way of dealing with these schools will be to give them a grant calculated at about R15 per head, that being the approximate cost of educating each boy. If less than this is given, most of the schools must close for want of funds, and there will be an end of aided education in Sind. From 80 to 90 per cent. of the children would go over to Municipal schools, the cost of which would be proportionately increased. If, on the other hand, full compensation is given, the consequence will be equally serious in another way. It will then be to their interest to increase their attendance to the utmost and by touting and every other device known to them they will endeavour to draw boys away from the Municipal schools which in Sind are much better than the aided schools. Government will then be paying money to give boys an inferior education. For the cost is higher in an aided than it is in a Municipal school, inasmuch as the aided school has no resources of its own. Thus we are on the horns of a dilemma. Inadequate compensation will kill private enterprise. Adequate compensation will give it the whole field and so lower the general standard of education. My conclusion is that it is better to leave things as they are, seeing that a change would not materially affect the numbers being educated.

10. In my calculations with regard to Municipal schools I have assumed that the attendance will remain almost as it is. But if boys are to be transferred from aided to Municipal schools, and if we assume that the number of boys to be transferred is 70 per cent. of the pupils in aided schools, the extra cost of educating them would be something over R12,000. In that case the total cost on account of Municipal schools would be some R29,000. In the opposite case there would be a reduction on account of Municipal schools but a larger increase on account of aided schools.

11. But further than this—there are certain classes of schools in Sind which must be left alone. I take first the Mullah schools. These are religious institutions and the payment of fee in money or kind or both is a traditional religious obligation. By aiding the Mullahs for giving some secular in addition to religious teaching we are gradually turning them into primary schools—inferior to our own, no doubt, but much better than none and steadily improving and leading up to our own. If we require either parents or priests to abandon fees or to surrender aid, it is absolutely certain that they will refuse aid. A Mahomedan will not abandon a religious tradition or cease to perform a religious duty merely for the sake of a few rupees. The schools will

sink back to the level of mere Koran schools from which we are gradually raising them and the net result will be that the number of children receiving primary education in Sind will be reduced by nearly a half. In this connection I invite a reference to the remarks on Mullah schools in my Quinquennial Report.

12. The same results would follow as regards another class of indigenous schools, *viz.*, the Bania schools. Mr. Wright puts the matter very clearly:—

"The Bania school charges a fee which is fairly regular but payable either in kind or cash. It is paid for secular education, *i.e.*, instruction in Hindu-Sindhi book-keeping. From 1906 I have been insisting on a change in the points on which grant-in-aid for these schools is calculated. Instead of the number of pupils under instruction being the criterion, the number of pupils learning Arabic-Sindhi forms the basis of calculation. The measure must obviously be carried out gradually and will take another two or three years to be established even in its simplest form. If fees are abolished by order in this class of schools it will pass out of the aided system at once. The bulk of the assets of the schoolmaster comes from the fees. The Government grant is small in comparison, and earned by teaching a foreign and generally distasteful subject. Rather than waive fees the masters will revert to their old status. There would thus result a loss of boys under education, and a larger probable loss in the near future when the new system of aiding these schools is fully at work."

13. I am thus driven to the conclusion that the remission of fees would in no case do any appreciable good in Sind while in many most important spheres it would work irreparable harm.

14. I earnestly commend to the favourable consideration of Government the opinion expressed in paragraph 1 of Mr. Younghusband's memorandum. I have no doubt in my own mind that the first thing to be done for the improvement of primary education is to raise the pay of the teachers. Money will be much better spent in doing this than in remitting fees which are easily paid. I shall submit definite proposals on this matter to Government almost immediately.

Memorandum by A. D. YOUNGHUSBAND, Esq., Commissioner in Sind, no. G.-269, dated the 2nd October 1907.

With reference to Government Resolution no. 2370, dated the 19th December 1906, the Commisisoner in Sind has the honour to report that in his view there is ample scope for the expenditure of any additional funds that Government are likely to be in a position to allot to primary education on such objects as the further multiplication of schools and provision of better paid teachers, better accommodation, and better appliances of all kinds. All these are undoubted and crying needs and until they have been suitably fulfilled, they would seem to have a first claim on whatever additional funds can be spared.

2. Existing fee rules in all cases provide for exemption of children of the poorest classes. It is possible that such provision may not in all cases be sufficiently liberal, and the point is one in regard to which constant watchfulness is undoubtedly essential. But, speaking generally, it is believed that a substantial measure of success is in fact attained in the present object of ensuring that no child shall be deprived of the advantages of primary education by reason of the inability of its parents to pay the very moderate fees charged. The abstract desirability of universal free education is not questioned. But in practice it may well be questioned whether the levy of fees is at the present time any real impediment to the spread of education, and whether this somewhat theoretical ideal might not well be postponed to the many more practical ideals which are still so far short of realization. In view, however, of the conclusions arrived at by the Government of India, it is perhaps useless and unbecoming to pursue this contention further.

3. The question of aided primary schools has no material application to Sind, except in so far as the institutions here known as "Mullahs' schools" can be so described. The Commissioner concurs with every district officer in Sind in earnestly deprecating any interference with existing arrangements in respect of these institutions. They form an integral part of the ancient system of religious worship and instruction in the rural tracts, and exist primarily for the teaching of the Koran. It is a question how far the contributions paid to the Mullahs by whom they are conducted can be brought under the strict category of "school fees," and how far they should not rather be regarded as voluntary offerings of a religious character. In any case it seems impossible to insist on their abolition, and the only real question is whether their continuance should be penalized by refusal of Government aid. The grants to these schools are insignificant in amount, and of comparatively modern origin, conditional on the attainment of a rudimentary standard of secular instruction, on lines approved by the Educational Department. It is admitted on all hands that the experiment, which was of a most humble character, has fully justified itself, that the education now imparted, rudimentary as it is, is a great deal better than nothing, and that the schools have their value as feeders to the regular Board schools. The withdrawal at the present time of Government aid would have the effect of undoing all this good, and of depriving the country of an educational agency which, humble though it may be, is not to be despised. In this connection the remarks of Mr. Hamid Ali, I.C.S., quoted *in*

extenso in the report of the Collector of Hyderabad, are of special value as those of a district officer who is himself a Mahomedan. They entirely confirm the conclusions at which the Commissioner had independently arrived. Special attention is due to Mr. Hamid Ali's fear that any withdrawal of present grants may have the effect not only of destroying the usefulness of these schools but also of enlisting the powerful influence of the Mullahs in opposition to the whole system of Government education.

4. Whatever may be the ultimate result of the policy now in contemplation, it is not anticipated that any immediate large increase in attendance would in Sind result from its adoption. The causes of defective school attendance in this Province seem to be quite independent of any question of the levy of fees.

5. Free supply of books would certainly be a boon to the people, and if funds were unlimited, the Commissioner would have no hesitation in strongly recommending it. He would indeed be glad to see this measure *substituted* in the first instance for the abolition of fees, towards which it might be regarded as a preliminary step. But when it is suggested as a further addition to the cost of an already costly proposal, he can only renew his plea for alternative reform in other directions. Of all the needs in connection with our system of primary education he is disposed to assign the first place to improvement of salaries of teachers.

From the Hon'ble Mr. F. G. SELBY, M.A., Acting Director of Public Instruction, Poona, to the Secretary to the Government of Bombay, Educational Department, no. 8148, dated the 19th November 1907.

In continuation of my no. 8067 of 16th November 1907, I have the honour to report as follows:

2. The total expenditure on primary education in the City of Bombay is at present, in round figures, R3,77,000, made up of R76,000 from Provincial Revenues, R1,33,000 from Municipal funds, R70,000 from fees and fines, R20,000 from subscriptions, R48,000 from endowments, and R30,000 from other sources.

3. What I have stated generally with regard to the mofussil would appear to be true also of the City of Bombay, *viz.*, that few, if any, children are kept away from schools merely on account of the fee. It is said that even in the poorest schools the children can afford to spend small sums on sweetmeats for luncheon. When a school which charges fees is in the immediate neighbourhood of a free school, it is not found that the latter is better attended than the former. There is not the same general poverty in Bombay that there is in the mofussil, and apparently a certain feeling of pride makes people of the lowest order desirous of contributing something to their children's education. For children belonging to the lowest castes there are already five special free schools and more would be opened if there was a demand for them. On the other hand the attendance in schools could, I feel sure, be doubled at once by opening a school in every place where there is a demand for one. There is certainly room for as many schools again as exist at present—and to my mind the best way of utilising any money which may be available would be not to remit fees, but to open fresh schools. It is probable that there are 125,000 children of school-going age in the City deducting children who speak languages other than the three main vernaculars taught in primary schools. The number of children at presnt attending schools, is about 33,000.

4. The existing schools are classified as follows:—

	Municipal.	Aided.	Private recognised.	Private unrecognised.
Schools	93	1C1	22	222
Pupils	8,540	10,438	3,486	10,319
Fees per year, R	19,778	53,657	20,068	Not known.

Thus the known total of fees amounts to R93,503. Of the private unrecognised schools about one half teach only the Koran or Persian or Arabic. These generally charge no fees but are maintained either by Mosques or by Societies. The rest are inferior primary schools which are taken on the list of recognised and aided schools as they are found to deserve it. As it is they succeed in charging almost as high fees as the aided schools charge. The reason of this is partly that the proprietors tout for pupils, partly that they supply real want by accommodating their teaching to the needs of the children. They pay special attention to modi and to mental Arithmetic, native accounts, etc. On the other hand the teachers are showing a tendency to approximate to our standards with a view to attracting the classes of boys that go to public schools. On the whole it may be assumed that the fees received in these unrecognised schools equal in amount those received in aided schools. The total amount therefore paid in the form of fees in Bombay schools may be taken at about a lakh and a half.

5. It must not, however, be assumed that compensation to the extent would have to be given. I believe that many of the unrecognised schools of the inferior primary type would prefer to continue to charge fees. They could probably still exact them, and in addition to their fees they receive numerous presents on occasions of religious festivals and ceremonials which in Bombay would still continue to be paid. On the other hand it is probable that the income from subscriptions and other sources would fall off when it was understood that the State had assumed the burden of making education free.

6. Koran schools and schools teaching Arabic and Persian would almost certainly refuse aid. They would prefer their independence.

7. It appears thus that the total amount to be made good may be put down as—

	R
1. The amount of fees received in Municipal schools	19,778
2. The amount of fees received in aided schools	53,657
3. Income from subscriptions and other sources	65,942

The whole amount may be calculated to be between $1\frac{1}{4}$ and $1\frac{1}{2}$ lakhs.

8. The mode of paying compensation should be, I think, as follows:—

In the case of aided schools to add to the present grant-in-aid an amount equal to $\frac{1}{3}$rd of the expenditure per pupil, because the fee at present represents about $\frac{1}{3}$rd of the total cost. Assuming that they would all accept compensation, this would amount to R54,000. As these schools have seldom any resources of their own beyond their fees and the Government grant, they would, as in the case of similar schools in the mofussil, be practically financed by Government. But all that we could do at present would be to bring them under more rigid control.

9. In the existing Municipal schools the fee comes to R2 per head: and if education is made free the grant must be increased to this extent. The addition would amount to R20,000.

10. If the number of children attending schools increases in consequence of education being made free, then Government must bear the whole cost of the addition, which, taking Municipal and aided schools together, will come to R20 per head. Assuming that there will be an increase of 15 per cent., this would come to R60,000. I cannot think that the addition would be so large, because I believe that in Bombay the chief reason why a child of the school-going classes does not go to school is that there is not a school in his neighbourhood.

11. I have assumed that none of the unaided private schools recognised or unrecognised will care to accept compensation. I believe that we shall simply go on, as at present, taking them gradually on to the aided list as they are found to deserve it.

12. On the whole then the probable result would appear thus—

If we pay $\frac{1}{3}$rd of the total cost per pupil in aided schools, R2 per head in Municipal schools, R20 per head for a possible addition of 15 per cent. in the number of pupils and make good the amount at present received in subscriptions and endowments, the total cost of making education free in the City of Bombay will amount to R2,00,000.

From H. C. STREATFEILD, Esq., I.C.S., Offg. Secretary to the Government of Bengal, General Department, to the Secretary to the Government of India, Home Department, no. 1292T.-G., dated the 1st July 1908.

I am directed to acknowledge the receipt of Sir Herbert Risley's letter no. 883, dated the 22nd November 1906, on the subject of the abolition of fees in primary schools. The Government of India desire to be furnished with a full expression of the opinion of His Honour the Lieutenant-Governor upon the policy of such a measure, the means of carrying it out, and its cost.

2. In reply I am directed to submit, for the information of the Government of India, a copy of a letter from Mr. A. Earle, I.C.S., late Director of Public Instruction, Bengal, and copies of the replies received from various officers and non-official gentlemen and associations who were consulted by him on the subject. Mr. Earle's letter deals clearly and fully with the points at issue and discusses in detail the opinions expressed by the various officers, private persons, and associations who were consulted on the subject. It will be observed that while the weight of opinion is in favour of the proposed abolition of fees, yet a very considerable number of persons, including many of those best qualified to offer a well thought out opinion on educational matters, express doubts as to whether the fees now levied really press hardly on the parents of children reading in primary schools, and take the view that any funds which may be available could more profitably be devoted to the establishment of new schools in backward areas, to the improvement of existing primary schools, and especially to bettering the position

and increasing the pay of the teachers. This last view is also taken by the majority of the officers whom the Lieutenant-Governor has himself consulted; and it is one in which His Honour, after most careful consideration of the question, personally shares.

3. Of the desirability on general grounds of abolishing fees in primary schools there can in Sir Andrew Fraser's opinion be no doubt. The question of general policy cannot, however, be kept separate from the financial one. The probable cost of carrying out the Government of India's proposals will be discussed later; but it may safely be said that it will be such as to absorb all possible funds that may be available for the improvement of education for many years to come. A complete scheme has recently been sent up by this Government in consultation with the Government of Eastern Bengal and Assam for an improvement of secondary education in these Provinces. Proposals for the improvement of colleges are also pending. These schemes are very expensive; but it is absolutely necessary that they should be carried through, if higher education in this country is to be put on a satisfactory footing. Sir Andrew Fraser feels very strongly that, in the best interests of the country, the sound education of the more advanced classes is at the present juncture a matter of more vital importance than the relief of parents from the payment of fees for the primary education of their children, a burden which after all is not seriously felt, or even than the diffusion of elementary education among the masses of the people.

4. It appears to His Honour moreover that even if the interests of primary education alone are to be considered, there is room for serious doubt as to the effect of the present proposal. Primary schools are at present, in the nature of things, generally situated in the more prosperous tracts of country and in the more prosperous villages of such tracts. On the other hand it is in the backward places that the encouragement of primary education is particularly important. Towards this end the abolition of fees in existing schools will do nothing; it may, in fact, by absorbing all available resources for existing schools, have the effect of actually hindering the spread of education in the poorer and more backward tracts. This aspect of the case has to be taken into consideration not only as between the various districts of the same province but also as between the various provinces; for it is plain that the more backward provinces where schools are at present few in number will have a genuine and serious grievance if the grants from the Imperial Government for the purpose of free primary education are to be calculated according to the existing number of schools and not according to the requirements of the people.

5. It is therefore in Sir Andrew Fraser's opinion an essential condition of the abolition of fees in primary schools that the expansion of primary education which may result from such abolition should be allowed to go on unchecked, and that the Government should be prepared to meet the expenditure involved. The Government of India have in fact, in paragraph 2 of their letter under reply, indicated the removal of an obstacle to the spread of primary education as one of the two objects of the proposed reform; and if that object is not to be attained the proposal becomes practically infructuous. At the same time the Lieutenant-Governor is unable to concur in the opinion expressed by the Government of India that the abolition of fees is not likely to result at once in a great increase in the number of children at school. It is indeed possible that the attendance at existing schools may not be greatly affected; but it must be remembered that schools have hitherto been established more or less automatically in places where the people could afford to pay for them. There is little reason to doubt that as soon as the cost of maintaining schools is transferred from the people of the locality to the general tax-payer there will be a demand for schools from many places which have hitherto been unable to afford one; and such a demand will be very difficult to resist.

6. Turning now to the details of the cost of the proposal it will be seen that Mr. Earle calculates this at over R30½ lakhs in the first year, rising to over R41½ lakhs in the sixth. This estimate represents expenditure which cannot possibly be reduced, including only the cost of abolishing fees in existing schools, of absorbing aided and unaided schools into the Board system, and of providing the necessary increase in the inspecting staff. It allows nothing for the cost of providing books and school requisites, for the construction and maintenance of buildings, or for the general expansion of primary education. If these items are included the estimate rises to nearly R64 lakhs for the sixth year after the abolition of fees takes place. Seeing that the total estimated expenditure on education in this province for the current year is R50,01,000 it seems plain to the Lieutenant-Governor that, assuming the above figures to be approximately accurate, the cost of the scheme will be such as to remove it from the sphere of practical politics. His Honour is however persuaded that Mr. Earle has placed his estimates decidedly too low. Even supposing that the provision of books, the building of decent school buildings, and the expansion of primary education can be indefinitely postponed, it seems certain that once fees are abolished the estimated cost of R9 to R10 a month for each lower primary school will prove altogether insufficient. Even under the present easy-going system it is impossible to obtain competent teachers for the remuneration offered; and when all schools are converted into public institutions, and are more closely supervised, it will certainly be impossible to find trained *gurus* at anything like this

sum. Mr. Earle estimates about thirty-eight lakhs as the immediate cost to Government of existing aided schools; even if no new schools are opened it seems certain that the cost of these schools will within a very short period increase by at least 25 per cent., making a difference of over nine lakhs. Again it is calculated that 6,473 lower primary schools at present unaided will be added to the aided list by equal batches of 1,618 or 1,619 during the coming four years, at a final cost of R7,28,604. For reasons already given it is probable that the figure should be more nearly nine lakhs. It seems likely moreover that, once it is known that Government is prepared to abolish fees and take on itself the cost of primary schools, unaided schools will almost without exception at once claim the benefits of the change and will come on to the aided list in a body. If the above assumptions are correct, the cost of the proposal, without any expansion of education or increase in the number of schools, will, within a very short period, considerably exceed the total amount of the present education budget of the Province.

7. The objections already stated to curbing the extension of education to suit financial exigencies are, however, in the Lieutenant-Governor's opinion, insuperable. Mr. Earle reports that there is a strong body of opinion that, if fees are abolished, there will be a gradual and steady expansion of primary education; and he roughly estimates the cost of such expansion at R1,27,872 in 1909-10, increasing to R6,88,080 in 1913-14. These figures amounting as they do to less than 25 *per cent.* on the cost of existing schools are, for reasons stated in paragraph 4, probably much below the mark; an increase of 50 *per cent.* in the number of primary schools is not at all improbable; and, as already remarked, the estimated cost of each school is unduly low. Moreover, though the provision of decent buildings for schools may be deferred for a while, it will be impossible, once primary schools cease to be the private speculations of village teachers and become Government institutions, to permit them for any length of time to be housed in the miserable huts which are almost invariably thought good enough for the purpose under existing conditions. The cost of properly housing all primary schools is estimated by Mr. Earle at 2 crores of rupees. He proposes to spend 5 lakhs a year for 40 years on this purpose, and in addition 10 lakhs a year will finally be required for repairs. Startling as these figures are, they are probably below requirements; and the period allowed for completion of the scheme is impossibly long. An experiment which has been made of recent years, of meeting private subscriptions towards the constructions of school houses with a grant from Government, points to the uselessness of anticipating any great amount of local assistance in this respect. The inspection again of primary schools will, when the check that dependence on fees provides against slackness and incompetence is removed, become a much more serious matter than at present; and in addition the inspecting staff will have the duty of preventing the levy by *gurus* of illegal fees. The increase proposed by Mr. Earle in the inspecting staff will probably be found inadequate to cope with the increased work and responsibility involved. In His Honour's opinion then the cost of the scheme must infallibly come to at least 60 lakhs in this province within five years of its inception, and might well come to very much more, if it is to be completely carried out. Even if it were found possible without grave objection to keep the expenditure of the next five years within Mr. Earle's estimate, and if it were possible to find the sums in question, yet expansion cannot be indefinitely deferred, and beyond those five years opens a vista of almost unlimited and ever increasing expenditure.

8. The fact is that the provision of free primary education for a population of nearly 55 millions of people is impracticable unless the scheme is to be accompanied by taxation on a scale that would arouse the most serious resentment and discontent. Sir Andrew Fraser is convinced that it would be wise and politic to recognize this at once, and to abandon the present scheme in favour of one for the steady development of primary education by means of model primary schools under departmental control and by opening schools at Government expense in backward and impoverished tracts and by the improvement of existing schools. That such a scheme might lead on gradually, as the resources of the country are developed, to universal free primary education is to be hoped; that it could at once absorb all the funds legitimately available for primary education is undoubted; but its expansion would for the present be limited by financial exigencies, and it would not like the present scheme commit Government to an ever-increasing expenditure the amount and limit of which it is quite impossible to forecast.

9. Such being the Lieutenant-Governor's opinion it is not necessary to discuss the points of detail raised in connection with the scheme. His Honour would only desire to express the opinion that, if the general abolition of fees is to take place at all, the only practicable course is that it should take place *per saltum* in all primary schools, whether lower primary, upper primary, or middle vernacular, but that it should not apply to the primary classes of secondary schools.

From A. EARLE, Esq., I.C.S., Director of Public Instruction, Bengal, to the Secretary to the Government of Bengal, General Department, no. 1942, dated the 1st February 1908.

I have the honour to submit the following report in reply to Mr. Milne's endorsement no. 2972, dated the 8th December 1906, forwarding a copy of the letter of the

Government of India, no. 883, dated the 22nd November 1906, on the subject of the aboliton of fees in primary schools.

2. The first question to be discussed is the policy of the measure proposed and the probable results. I submit herewith, for the information of Government, copies of the replies which have been received from officers, persons and associations consulted. There is a preponderance of opinion in favour of the measure, while a strong minority, inclusive of a majority of the excutive officers consulted, would prefer that a large grant should be given for the improvement of existing schools and the establishment of additional schools in areas where there are none or too few at present.

3. The Inspector of Schools, Presidency Division, reports that all the Municipalities which were consulted by him did not submit replies; but that of those which did so, some have expressed no definite opinions, while others generally regard the proposal as a step in the right direction. The Chairman of the Garden Reach Municipality, on the other hand, considers that the abolition of fees would have the effect of making the working classes unfit for the rough manual and menial work which they now perform, and of rendering them discontented with their lot. The Chairman referred to further thinks, and in this view the Chairmen of the Nadia and Santipur Municipalities agree, that the measure would have the effect of reducing the number of pupils in middle English and high schools, in which fees will continue to be levied. The Inspector records his disagreement on the last point, observing that, as the curriculum in the schools referred to will be different from that obtaining in vernacular schools, there need be no fear of pupils being withdrawn from the primary classes of such schools. He is further of opinion that, as a result of free education, there would be a gradual and steady expansion of primary schools and scholars.

4. Mr. Cumming, late Magistrate of the 24-Parganas, approves of the proposal, and thinks that it would lead to an increase in the number of primary schools and scholars. He also approves of the inclusion of middle vernacular schools under the head of primary schools; observing that a constant source of complaint on the part of the managers of middle schools has been that the levy of fees prevents boys from pursuing their education beyond the primary stage. Mr. Sen, Magistrate of Jessore, thoroughly approves of the proposal, being of opinion that, if adopted, it would lead to a large increase in the number of pupils reading in primary schools. Mr. Ahmad, Magistrate of Khulna, forwards an extract from the proceedings of the District Board of that district in favour of the proposal, adding that primary education should not only be free but also compulsory. At a later date, however, the Commissioner and Magistrates of the Presidency Division passed the following resolutions as a result of a conference held by them on the subject:—

(1) That the abolition of fees would not increase the amount of money available for the promotion of primary education.

(2) That there is no public demand for the proposal.

(3) That large expenditure is required for primary schools, apart from the income derived from fees.

(4) That much money has been recently provided for improving the inspecting staff; but that nothing has been done for the teaching staff; and very little for the improvement of buildings.

(5) That if primary schools are converted into publicly managed schools, a great deal would have to be expended on making them efficient, and that the mere abolition of fees would increase the difficulty of finding funds for that object.

(6) That the whole question is one of expense, and that the measure of expense cannot be estimated by simply referring to the amount now paid in fees.

5. Mr. Maude, Commissioner, Patna Division, expresses himself as strongly in favour of free primary education, but would limit the proposal to schools of the lower primary grade. He would also like to see elementary education made compulsory. Mr. Thickett, Officiating Inspector of Schools, Patna Division, considers it sound policy to abolish fees in all primary and middle vernacular schools. He does not, however, anticipate a large immediate increase in the number of scholars, though he is of opinion that a gradual increase would certainly ensue. The Magistrate of Gaya, Mr. Foley, reports that when the question came before the District Board, but little interest in it was displayed by the members: but that those who did express an opinion thought that the proposal was a mistaken one; and that, if it were adopted, it would not be attended by any increase in primary education. Mr. Marr, Magistrate of Shahabad, considers that if a good school-house and a good teacher were provided in all considerable villages, the children, both male and female, would all attend. The Magistrate of Darbhanga, Mr. Egerton, would for the present restrict the abolition of fees to primary schools for girls, but would give special assistance to low caste boys, and to sons of poor parents and poor Muhammadans in order to enable them to attend school.

6. The Inspector of Schools, Burdwan Division, Khan Saheb Maulvi Muhammad Ibrahim, considers that as a form of relief to certain classes of the community, the effects of the measure would not be very appreciable, and that as a means of inducing parents to send their children to school it would be disappointing. He observes that the agricultural and labouring classes will not forego the immediate advantage of the earnings of their children in order to give them the benefit of education.

7. The Magistrates of the Bhagalpur Division generally consider that the measure is premature, and that it would chiefly benefit the classes who can at present afford to pay fees. Mr. Samman, Deputy Commissioner of the Sonthal Parganas, observes that if any scheme of improvement is required, it should be one for the extension of education among the backward classes. Mr. Bompas, Officiating Commissioner of the Division, is opposed to the measure on the ground that if the reform did not result in a large increase of schools, the remission of fees would operate in favour of a very indefinite class; and that if, on the other hand, the number of schools largely increased, Government would have committed itself to very great expenditure which it is perhaps not prepared to meet. He is of opinion that there are many parts of the country where it is useless to teach the bulk of the people to read and write, because they soon forget what they have learned, and that a few literate men in a village suffice for its clerical needs. The late Officiating Inspector of Schools, Bhagalpur Division, Pandit Baladeva Ram Jha, is strongly in favour of the proposed measure, but is of opinion that there would not be any sudden increase of scholars. He thinks, however, that if optional short-time courses were brought into operation in rural areas, as proposed, there would be a gradual and steady increase.

8. The Officiating Commissioner, Orissa Division, Mr. Duke, while not opposing the measure, expresses doubt whether it would conduce to larger attendance at schools; observing that it is not because they cannot afford to pay the fees, so much as because they cannot spare their children from field and other labour that parents do not send their children to school. The Officiating Inspector of Schools, Orissa Division, Rai Madhusudan Rao, Bahadur, reports that the proposal has been received with sincere joy by the various sections of the people in Orissa, particularly by the poorer classes of society, who are anxious that their children should receive the benefits of an elementary education and to whose very limited means the measure promises substantial relief. He considers that a gradual and steady increase in the number of primary schools and scholars would ensue, but that the withdrawal of fees in such schools and their retention in the primary departments of secondary schools would tend to attract pupils from the latter to the former. He reports that the District Officers of the Division, and the Chairmen of District and Municipal Boards, are generally in favour of the proposed measure.

9. The Officiating Inspector of Schools, Chota Nagpur Division, Mr. Stark, observes that he has consulted every missionary and official who could throw light upon the question as to what would be the probable effect of the abolition of fees, and that he is assured that there would be a considerable and steady expansion of primary education. On the other hand, the Deputy Commissioners and the Commissioner of the Division maintain that the proposal to compensate existing schools for loss of fees would, if adopted, mean giving more aid to the educationally advanced villages and giving no aid to villages which have not yet been able to afford a school or in which there is little or no desire for education. They therefore urge that any funds, which may be available for primary education, should in the first instance be devoted to the establishment of new free schools in backward localities.

10. I will now report in brief the opinons of associations consulted. The British Indian Association consider that the proposal to abolish fees in primary schools would mark an era in the history of education in India. They observe that the state of the country has considerably changed since the despatch of 1854, and that the conditions therein mentioned and the arguments put forward by the Education Commission of 1882-83, do not any longer hold good. They agree that the scheme should cover all grades of primary schools, including middle vernacular schools. They suggest, however, that the experiment should be confined for the present to a few backward districts. The Bihar Landholders' Association, though doubtful whether any extraordinary improvement would at once follow the abolition of fees in primary schools, observe that Government could not much longer have delayed making primary education free without incurring reproach. The Bhagalpur Landholders' Association observe that the policy of the measure does not stand in need of advocacy, and that in view of the backward condition of education in India, they are surprised that the measure now proposed was not adopted when free education was introduced in England. The Orissa Association cordially approve of the scheme, and anticipate a large increase in the number of primary schools and of scholars attending them.

11. Of Muhammadan Associations, the Muhammadan Literary Association of Calcutta fully approve of the proposal, observing that it would considerably encourage the spread of education in the country. They fear, however, that the abolition of fees in vernacular schools would affect adversely middle English schools. They further

urge that lower grade *madrasas* and *maktabs* should benefit by the scheme in the same way as ordinary vernacular schools. The Central National Muhammadan Association express very similar views, but state that the proposal suits the Bombay Presidency better than Bengal, because secondary schools there have no primary departments. The Muhammadan Defence Association approve of the proposed measure without comment.

12. Missionary societies and agencies are almost unanimous in enthusiastically welcoming the proposal. The Baptist Missionary Society consider that there will be an embarrassing increase in the number of schools, and warn Government that it must push on with the training of teachers in order to meet the requirements of modern times and the expansion of schools. The Church Missionary Society point out that, as 90 per cent. of the village boys are cowherds, short-time schools will be required in rural areas; while the Rev. Dr. Graham, of Kalimpong, states that though in all the lower and upper primary schools in the area under the supervision of the Mission education has always been free, the difficulty to be contended with has been that the parents require their children to herd cattle during the day time. The United Free Church Mission warn Government of the very large expenditure upon which it proposes to embark, observing that it would not be sufficient merely to compensate schools for the loss of fees, but that it would also be necessary to pay teachers adequate salaries. Like the Baptist Missionary Society, the Calcutta Missionary Conference Education Committee warn Government of the urgent necessity of training teachers. The Wesleyan Mission, Bengal, consider that the real reason why so few children in rural areas go to school is not because the parents have to pay fees, but because they require their services in the fields and elsewhere. The Orissa Baptist Mission believe that the proposed measure, if adopted, would lead to a great increase in the attendance at schools; observing that fees, though small, are a very important item in the expenses of poor parents. Lastly, Gossner's Mission, Chota Nagpur, consider that the abolition of fees would lead to a large increase in the number of schools and scholars, because many parents do not send their children to school on the ground of inability to pay fees.

13. I will now give an epitome of the opinions of private persons consulted. Raja Sati Prasad Garga of Mahisadal, Midnapore, believes that in the advanced districts there would be a large increase in the number of pupils in primary schools, but that the poverty of the masses and the need which they have for the services of their children during the day time will always operate against any large extension of education among them. Raja Pyari Mohan Mukherji, C.S.I., on the other hand, anticipates a large increase in the number of primary schools and of pupils from the ranks of poorest classes, provided that school hours are arranged so as to suit the convenience of the parents and children. Sir Chandra Madhab Ghose approves of the proposed measure as one tending to the spread of education, but thinks that the Presidency and other important towns might, for the present, be excluded from its scope. He fears, however, that it would affect adversely middle English and high schools, and thinks that if this should prove to be the case, special measures might have to be taken. The Hon'ble Mr. Justice Sarada Charan Mitra fears that the poorest classes would not take advantage of the proposed measure: he urges, therefore, that the scheme should be introduced experimentally in specially selected areas, and be extended hereafter, if it is found that the masses do in fact avail themselves of the concession. Raja Baikantha Nath Dey, Bahadur, of Balasore, anticipates a large increase of primary education amongst the masses as a result of the proposed measure. Like others consulted, however, he fears that middle English schools would suffer. Maharajah Sir Jatindra Mohan Tagore, K.C.S.I., unequivocally supports the proposed measures as being one calculated to give relief to certain classes of the community and to stimulate the expansion of vernacular education. Babu Girija Prasanno Mukerji, zamindar, Gobardanga, thinks that the people can well afford to pay the small fees at present demanded of them for primary education, and is of opinion that before fees are abolished, teachers should be better paid and trained. Raja Ram Ranjan Chakrabatti, Bahadur, of Hetampur, strongly approves of the proposed measure, but thinks that the poorest classes would not benefit by it, because they would not be able to spare their children from field and other work. Babu B. Pal Chaudhri, of Mohesganj, Nadia, and Raja Shib Chandra Banerji, of Bhagalpur, approve of the proposed measure, only if Government intends to follow it up by making primary education compulsory. The former gentleman thinks that people are not prevented from sending their children to school by the payment of the small fees at present levied but because they are unwilling, for other reasons, to allow their children to attend school. The Hon'ble Babu Jogendra Chandra Ghosh, son of Sir Chandra Madhab Ghosh, is of opinion that compulsory and universal primary education should be the object of Government, but that the first step to be taken should not be to abolish fees, but to increase the number of schools by making a large grant in favour of primary education. The Hon'ble Raja Ban Bihari Kapur, C.S.I., expresses himself as being in favour of granting free education to the masses, on the clear understanding that no fresh taxation is imposed. Finally, Maharaja Sir Raveneswar Parshad Singh, Bahadur, of Gidhour, Rai Budh Singh Dudhuria, Bahadur, of Azimganj, Babu Gajadar Prasad, of Bankipore, Raja Gopendra Krishna Deb, Babu Sita Nath Roy, Rai Mani Lal Nahar, Bahadur, Raja Rao Jogendra Narayan Ray, Rai

Yatindra Nath Chaudhuri, of Taki, Maharaja Manindra Chandra Nandy, of Kasimbazar, Maharaja Sriram Chandra Bhanja Deo, of Mourbhanj, and Babu Girija Nath Ray Chaudhuri, of Satkhira, all express their unreserved approval of the proposed measure as being one calculated to afford relief and to stimulate the development of primary education.

14. I will now pass on to a consideration of the several points referred for opinion by the Government of India. In paragraph 6 of their letter the Government of India observe that the schools in which the abolition of fees is contemplated are primary and middle vernacular schools for boys and for girls, whether managed by Government, by Municipal and Local bodies, or by private persons with the aid of grants from public funds. They explain that it is not intended to include within the scope of the scheme the primary departments of secondary schools; observing that even though some of these primary departments may be separately situated and under separate management, they should, if they are by their curriculum distinguished from the ordinary vernacular primary schools and are preparatory to the secondary school course, for the present purpose be reckoned as part of the secondary school system, and that fees should be charged as at present. They add that if, on the other hand, any of these primary departments are indistinguishable from the ordinary vernacular schools and are in practice open to all who desire a merely vernacular education, they should be reckoned as primary schools and should be free. They enquire whether this principle commends itself to His Honour the Lieutenant-Governor, and whether its application to Bengal presents any special difficulties. They further explain that it is not intended to propose the abolition of fees in primary schools for Europeans, and also that it is intended to treat middle vernacular schools as primary schools for the purpose of the proposed measure.

15. In this Province the proposal of the Government of India to exclude from the scope of the scheme the primary departments of secondary schools would not, it is believed, present any special difficulties. The curriculum followed in primary and middle vernacular schools is already differentiated from that followed in corresponding departments in middle English and high schools by the fact that no English is taught in the former. Moreover, it is now proposed to improve considerably the teaching of English in the latter classes of schools, so that before long the existing differentiation will be accentuated. There will then be two entirely different classes of schools, *viz.*:—

(1) Vernacular, or primary (including middle vernacular), schools, and

(2) Anglo-vernacular, or secondary, schools.

16. No one could reasonably suggest that fees should be abolished in the latter class of schools; but some apprehension has been expressed that such schools would suffer from the proposed measure. Many of these schools depend to a considerable extent on the fees which are levied in the lower classes. Such classes are more largely attended than the upper classes, and it is feared that there would be a diminution in the number of pupils in them if free education is introduced in primary and middle vernacular schools. I am of opinion that this fear is not unfounded. Inasmuch, however, as in connexion with the scheme for the improvement of secondary education, called for in the letter of the Government of India, no. 760, dated the 10th October 1906, I am making proposals that larger grants should in future be given to secondary schools, the difficulty referred to is not one which need hinder the adoption of the scheme now under consideration. The proposals of the Government of India to exclude from the scope of the scheme primary schools for Europeans and to include within it middle vernacular schools have met with general acceptance.

17. In paragraph 7 of their letter the Government of India enquire whether all aided schools should be required to abolish fees, or whether there are any exceptional schools in which it may be considered advisable to permit fees to be charged. In the latter case they request that they may be advised as to the principles upon which such exceptions (if any) should be recognized. The replies are unanimous that there is no necessity to allow any exceptions.

18. In paragraph 8 of their letter the Government of India refer to provisions which exist in the several Provinces for the remission of fees in the case of schools of the classes now under consideration. Except in Calcutta and its neighbourhood, no fees are usually charged in the case of girls' schools. Elsewhere, the fees hitherto shown as realised in girls' schools have usually been those levied from boys reading in mixed schools. In boys' schools fees are required under existing rules, except in the case of schools for aborigines and low castes and other special schools of a similar character. Generally speaking, 5 per cent. of the school population are allowed to read free; while, in addition, Muhammadan boys are admitted free up to a limit of 8 per cent. of the school population, but not in excess of 12 boys in each school. Scholarship-holders do not pay fees. No fees are charged in the case of night schools for adults.

19. I will now deal with the first estimate called for by the Government of India, *viz.*, the cost of abolishing fees, whether in money or in kind, in primary and middle vernacular schools, whether managed by Government, by Municipal or local bodies, or

by private persons, with the aid of grants from public funds, *vide* the remarks made in paragraphs 6, 7, 9, 10, 13 and 14 of the letter under consideration. In the first place, I may point out that the figures cited against Bengal in paragraph 9 of the letter of the Government of India, *viz.*, R18,33,760, is the figure for the Province of Bengal for 1904-05, that is to say, prior to the partition. The figure for the Province, as at present constituted, for the year 1905-06, is R11,92,496. This figure represents the fees reported as collected in all primary and middle vernacular schools under public management, and in aided schools under private management. The estimated cost of the abolition of fees in these schools in 1908-09, is R30,17,754, as shown in statements 1 to 6 attached to this letter. It will be the object of the next paragraph to explain how this figure has been arrived at.

20. In the first place, account has been taken of the normal expansion of schools and pupils since 1905-06. This expansion accounts for 1,309 schools and 43,268 scholars, and may be roughly estimated to represent, on the supposition that fees are abolished, additional annual expenditure amounting to R1,74,660. In the second place, generally speaking, receipts in kind have in the past been excluded from the returns of fees sent in by aided schools. In the third place, voluntary contributions will, as is explained later, almost universally cease as soon as fees are abolished; and in this connexion it may be noticed that the amounts returned under the heads of "subscriptions" and "endowments and other sources" have consisted for the most part of estimated receipts of fees in kind. The reported receipts under the heads just named in respect of schools of the classes now under consideration amounted in the year 1905-06, in this Province to R3,91,629. Fourthly, these receipts have not by any means represented the entire receipts in kind, which form the greater portion of the remuneration of teachers. Lastly, the instructions of the Government of India, as contained in paragraph 7 of their letter, have been carefully borne in mind; and the cost of the proposed measure has not been estimated merely upon the fees formerly charged in each school, but the scale of grants has been revised as a whole so as to afford support to a system based upon the rule that fees will be inadmissible. Thus, whereas the estimated average cost a month from all sources, inclusive of the value of fees paid in kind, of middle vernacular, upper primary and lower primary schools has in the past been R44, R16 and R6, respectively, the minimum average cost a month at which these schools can be maintained in reasonable efficiency after the abolition of fees is estimated at R48, R20 and R9 a month, respectively. Great, therefore, as the increase appears to be at first sight, it represents only the minimum requirements, and is the result of the most careful calculations made during the past year by the Divisional Inspectors and this office.

21. In paragraph 10 of their letter the Government of India mention the Imperial assignment of 35 lakhs made for the improvement and extension of primary education in March 1905, and a hope is expressed that this may have resulted in a considerable increase in the number of children attending school. The number of scholars attending primary and middle vernacular schools in 1904-05, in the area which now constitutes the Province of Bengal was 1,004,479, whereas the returns for 1906-07 show that 1,050,910 scholars were reading in such schools in that year. This increase (46,431) has not been large, because in 1905-06 the greater part of the share of the grant assigned to this Province (R6,67,000), was allotted for the construction of buildings for primary schools, while in 1906-07, the money which was made available was utilised in the construction of buildings for *guru* training schools and in the entertainment of the additional inspecting staff for primary schools in accordance with the scheme sanctioned by His Majesty's Secretary of State.

22. In paragraph 20 of this letter I have stated that, as soon as fees are abolished, voluntary contributions which have been returned under the heads of "subscriptions" and "endowments and other sources," will cease at once. This is the unanimous opinion of all officers consulted. In paragraph 14 of the letter of the Government of India this result is foreshadowed, but is referred to as an ulterior effect of the proposed measure. There is no doubt, however, from the reports received that the result will be an immediate one. Moreover, since, as already explained, the bulk of the amounts hitherto returned under the heads indicated above have represented receipts in kind taken by teachers, it will be a necessary consequence of the proposed measure. The only schools in which it is expected that voluntary contributions will continue are those maintained by missionary agencies, and by local men of wealth and social position. The estimated total of such contributions in future amounts to R54,026, a year only, as may be gathered from statements 1 to 6.

23. In paragraph 11 of their letter the Government of India observe that it is not proposed to enter upon the question of the fees collected in unaided schools, and that so long as a school does not ask for aid from public funds it will be left free to charge fees as at present. They state, however, that it seems probable that in many cases unaided schools will no longer be able to charge fees if the Board and aided schools in the neighbourhood cease to do so, and that, if deprived of this source of income, they may not any longer be able to support themselves. It is remarked that the Governor-General in

Council would not regard it as practicable to compensate such schools by special grants intended to replace only their fee income, but that it would be necessary to give them the option of coming on to the list of aided schools, and receiving aid at the full rates subject to the usual conditions. They add that it is not to be expected that all the unaided schools will at once be converted into aided schools, but that they would be glad to be furnished with some forecast of the probable effect of the proposed measure in this direction.

24. There is a consensus of opinion that if fees are abolished in primary and middle vernacular schools, whether managed by Government, by Municipal and local bodies, or by private persons with the aid of grants from public funds, unaided schools, which rely almost entirely on fee receipts, will be unable to hold out. Some officers consider that if such schools are not to be allowed to collapse, they will have to be taken on to the aided list at once: while others think that it will only be a matter of a few years for the result indicated to ensue. As it is clear from the reports that this contingency is an imminent one, I have assumed that all unaided schools will have to be brought on to the aided list within four years, at the rate of 25 per cent. a year. On the assumption that the first 25 per cent. will be brought on to the aided list in 1909-10, that is to say, the year following the abolition of fees, and the last in 1912-13, the estimated cost will be, year by year, R1,93,872, R3,86,484, R5,77,632, and R7,67,616, respectively, as will appear from statements 7 to 9. There are practically no voluntary contributions to be considered in the case of these schools, and the cost of bringing them on to the aided list is, therefore, that of giving them aid at the rates referred to in paragraph 20 of this letter, so as to secure a reasonable standard of efficiency. As will be observed from the statements referred to, regard has been had, in making these calculations, to the normal expansion of schools of this class up to 1908-09, inclusive.

25. In paragraph 12 of their letter the Government of India refer to the question of the expansion of the primary school system which will be the inevitable result of the abolition of fees. They observe that the question presents considerable difficulty. They remark that on the one hand it seems probable that a considerable number of parents who now have their children educated at home by poorly paid teachers will be tempted by the abolition of fees to send their children to school. Again, they say that there may be some parents who are at present deterred by the fees and are either unable to obtain a remission of them under existing rules or are unwilling to apply for it. They remark that it is possible also that the removal of fees in the vernacular schools and their retention in the primary departments of secondary schools may cause some further increase in the practice of sending children, who will ultimately proceed to secondary schools, to begin their education in vernacular schools. On the other hand, they observe that it is not safe to assume that the chief or only reason why the bulk of the population do not at present send their children to school is the difficulty of finding fees. They remark that parents may neglect to do so from hereditary custom, because attendance at school is likely to prevent a boy from learning his traditional occupation, or again, because his services are required in the workshop or in the field. In short, they remark that while the abolition of the fees will remove one of the obstacles to the wider spread of primary education, they do not expect it to result at once in a great increase of the number of children at school. They express the opinion that this may be the ultimate result; but that it will come about only by slow degrees and that other causes will contribute to produce it. They desire particularly to be favoured with the opinion of the Government of Bengal upon these points.

26. As indicated in paragraphs 3 to 13 of this letter, opinions vary considerably as to the effect which the abolition of fees will have on the expansion of primary education. The net result, however, is that there is a strong body of opinion that if fees are abolished, there will be a gradual and steady expansion of primary education. After careful scrutiny of the estimates prepared by the Divisional Inspectors, I show in statements 10 to 12, the estimated additional recurring cost on account of the anticipated expansion of primary education. It amounts to R1,27,872 in 1909-10, and increases to R6,88,080 in the year 1913-14. This estimate is for obvious reasons a very rough one.

27. In paragraph 13 of their letter the Government of India state that if fees are to be abolished, it will be necessary for Government to be assured that the benefit really reaches the people for whom it is intended; and they express a hope that it will be possible to take efficient measures to prevent teachers from accepting fees as heretofore. They observe that this question requires special consideration in connexion with the many aided schools where payments are made by the parents in kind as well as in cash. They observe that they are not aware whether payments in kind are uniformly excluded from the returns of fees sent in by such schools or whether an estimate of their value is in some cases included. They state that in any case it will be necessary to discontinue them and to allow for their discontinuance in settling the enhanced rates of grant. They remark that the presents made in kind are often irregular and of an amount not stipulated beforehand, and that there may be some danger of their continuance under the name of voluntary contributions. They add that it appears probable that some vigilance and perhaps special regulations may be required in order to prevent the virtual evasion of the principle that children should receive primary education without payment.

28. I have already explained that the bulk of the payments made in kind have in the past been excluded from the returns, but that a certain proportion of them has been included under the heads of "subscriptions" and "endowments and other sources." There is practical unanimity that no special regulations will be required in order to prevent teachers from exacting fees. Vigilance on the part of the inspecting staff and the co-operation of village *panchayats* will, no doubt, be needed; but the greatest safeguard will be the self-interest of the parents, who even in present circumstances frequently pay fees, whether in cash or kind, to teachers of aided schools with great reluctance, on the ground that teachers receiving any form of aid from Government should not take fees of any kind. The only case in which there will be any difficulty is that of the receipt by teachers of casual gifts in kind on ceremonial, social and religious occasions. There is a general consensus of opinion that Government would do wisely not to interfere in cases of this kind. I entirely agree with this view. The general rule will be that fees, whether in cash or kind, are not to be taken by teachers. I think it is unnecessary to go further than this and to forbid small casual gifts on occasions such as those referred to above, provided that the limitation of this concession is clearly established.

29. In paragraph 14 of their letter the Government of India discuss the question of the absorption of a large proportion of the aided schools into the Board school system, which is likely to follow as a result of the abolition of fees. They refer in this connexion to the probable withdrawal on a large scale of voluntary contributions, and observe that if fees are abolished and voluntary contributions cease, the chief distinction between aided schools and Board schools will disappear. They, therefore, ask that the question of the cost of the conversion of a large number of aided schools into Board schools may be considered. They also ask for information regarding the description and number of aided primary schools which are in receipt of *bonâ fide* voluntary contributions and the circumstances in which they exist, and as to the numbers on the other hand which they no source of income except fees and grants.

30. As will have been gathered, the above questions have already been considered incidentally in connexion with other matters reported upon. As stated above, it is expected that voluntary contributions will cease, except in the case of missionary schools and schools in which wealthy local men for some reason or other take special interest. Thus, as statements 4 to 6 show, out of 272 aided middle vernacular schools, 23 only will, it is anticipated, continue to be in receipt of voluntary contributions after the abolition of fees. Similarly, in the case of upper primary schools, the proportion will be 64 out of 2,737, and in that of lower primary schools 161 out of 25,914.

31. The cost of the absorption of a large proportion of the aided schools, that is to say, of all aided schools which will cease to be in receipt of voluntary subscriptions, into the Board school system will not be greatly in excess of that already estimated in statements 4 to 6, as being the cost of abolishing fees in such schools and bringing them up to a reasonable standard of efficiency. On the assumption that these schools will be so included within four years, at the rate of 25 per cent. a year, the additional cost will be in the first year (1909-10), R56,355 and in the last year (1912-13), R2,25,782, as shown in statements 13 to 15. Similarly, the additional cost of converting unaided schools into Board schools, over and above that indicated in paragraph 24, will be R7,369 in the first year (1909-10) and R28,702 in the last year (1912-13), as shown in statements 16 to 18.

32. In paragraph 15 of the letter of the Government of India it is stated that the Governor General in Council would desire, if possible, to suggest that books and other school requisites should be supplied for the use of the children without charge, and enquiry is made whether this would be in accordance with the views of the Local Government and what would be the probable cost.

33. Opinions vary very much on this point. A majority of those consulted are in favour of the proposal, while a minority think that it is unnecessary, or that the children would not take care of the books, etc., if they were given to them free. Others qualify their approval by saying that books and other school requisites should be supplied only if funds allow and that this is not a pressing need. Others, again, say that all that is required is to provide these articles in the case of those who cannot afford to pay for them. Some would confine the proposal to lower primary schools on the ground that pupils of upper primary and middle vernacular schools can afford to pay for these requisites. The most practical opinion appears to be that of Dr. Graham, of Kalimpong, who observes that in the schools under the supervision of the Church of Scotland Mission, which are all free, books and other requisites are not provided free, but that his experience of the difficulty in getting parents to supply them, leads them to think that it would be good policy to give them free. My own opinion is that the proposal should be carried through if funds permit, but that this is the least important of the proposals, and that its adoption might very well be deferred.

34. In calculating the cost of this proposal it has been reckoned that it will be sufficient to provide at the rate of twelve annas a year for each pupil in the case of lower primary schools; at the rate of rupee one, annas eight a year for each pupil in

the case of pupils in the upper primary stage, and at the rate of rupees two a year for each pupil in the case of pupils in the middle vernacular stage. The estimated cost in respect of aided schools amounts to R7,31,784, in 1908-09, and rises in 1913-14 to R8,10,556, *vide* statements 19 to 21. The cost in respect of unaided schools has been calculated on the assumption that such schools will come on to the aided list in the manner indicated in paragraph 24 of this letter. It amounts in 1908-09 to R29,211 and in 1913-14 to R1,20,041, *vide* statements 22 to 24.

35. In paragraph 16 of their letter the Government of India express the opinion that if the proposed measure is given effect to, it will be well to introduce it *per saltum* in all the classes of schools under consideration. They observe that if, on the other hand, the measure were to be introduced gradually, the first step would presumably be taken with lower primary schools. They remark that it would be desirable, if it is financially feasible, to proceed *per saltum* on the following grounds:—

(1) The administrative measures required and the financial calculations involved in dealing with part of a school instead of the whole are more troublesome.

(2) Greater confidence will be felt that fees will really be discontinued if they are inadmissible in all the standards of a school.

(3) If fees in lower primary classes are abolished and those in upper primary classes remain as at present, children will be discouraged from proceeding beyond the lower primary stage. If *pro rata* reductions are made in upper primary classes, it would involve arrangements too complicated for simple village schools.

36. There is a very general consensus of opinion that if the measure is introduced at all, it should be introduced *per saltum*. The reasons given by the Government of India indicate sufficiently the impracticability of making a commencement with the lower primary stage of education only. A possible alternative would be to begin with lower primary schools only. Such a proposal is, however, open to the grave objection that if fees were abolished in that class of schools only, the lower primary sections of upper primary and middle vernacular schools would suffer seriously. I do not think, therefore, that such a proposal could be considered. I agree, therefore, with the Government of India that it is necessary to include all vernacular schools within the scope of the measure.

37. I have now dealt with the points referred for opinion by the Government of India. In paragraph 17 of their letter, however, that Government request that any important points arising from the whole question which their letter may have omitted to treat may be brought to their notice. The first point in this connexion, to which I have to allude, is the increase in the inspecting staff which will be required, if unaided schools are brought on to the aided list and there is a general expansion of primary education in the manner anticipated. The cost on this account has been calculated in the usual manner on the number of Deputy Inspectors, Sub-Inspectors and Assistant Sub-Inspectors required for the inspection of a given number of schools. The estimated cost in 1909-10, amounts to R16,639, and in 1913-14, to R65,975, *vide* statement 28.

38. No special mention having been made in the letter of the Government of India or in the reports of Inspectors as regards abolishing fees in lower grade *madrasas* and *maktabs*, corresponding in standards to the ordinary middle vernacular and primary schools, and as I am of opinion that the inclusion of such institutions within the scope of the measure is essential, I submit separate estimates under this head, *vide* statements 29 to 36. The estimated cost in 1908-09, is R42,343 and rises in 1913-14, to R68,170.

39. Lastly, there is the important question of the cost of constructing suitable buildings for vernacular schools. In Bengal better educational buildings are a crying want, as the following passage taken from the last Quinquennial Review of Education in India clearly shows:—

"Bengal is the most backward of all the Provinces in the matter of primary school buildings, and no great progress has been made since the date of the Report of the Education Commission (1882). Most upper primary schools have their own houses, but it is only in rare cases that lower primary schools have been furnished with buildings; in the Burdwan Division only about 10 per cent. of primary schools of both grades have premises of their own."

40. No one can fail to be struck with the miserable character of these buildings. The rooms are cramped and dark, ill-ventilated and cheerless. The little boys are often crowded into verandahs opening on to the village street; and, where this is the case, they are exposed to the gaze of the passers-by, the dust from the road and the exhalations from the neighbouring drain. During the stress of the monsoon these verandahs are often enclosed for the purpose of protection from the wind and rain; and at such times they are dark and the atmosphere pervading them is fetid. There is a prevailing belief that bad sight and phthisical disease are on the increase in Bengal, and this is due in part at least to the miserable buildings in which the young people are educated. It has not been found possible to obtain trustworthy statistics on these points, but it is accepted now by all experts everywhere that bad school buildings are disastrous in their effects. On the above grounds improvement is generally required;

but there are other considerations which are scarcely less important. A decent building must tend to enhance a boy's respect for his school-life, his teachers and himself. Moreover, the improvement of school buildings will not only have an important educational influence on the pupils, but will also tend to stimulate interest generally in education and foster a desire among the people at large that the village school-house shall be worthy of the work to be done in the school.

41. In 1905-06, Government allotted a sum of R5,03,598 for the construction of buildings for primary schools. This is, however, merely the beginning of a scheme which there is at present no hope of bringing to completion owing to lack of funds. Roughly speaking, the average cost of a vernacular school building is R1,000. There are 336 Government, and District and Municipal Board, schools to be considered. There will be 29,888 aided vernacular schools in which voluntary subscriptions will cease on the abolition of fees; while, if unaided vernacular schools are brought on to the aided list, there will be in addition 6,581 schools. There are also 532 aided and unaided lower grade *madrasas* and *maktabs*. The total, therefore, comes to 37,337 schools. After making due allowance (1) for schools which already have suitable buildings, (2) for the schools above referred to which are being provided by Government with such buildings, and (3) for the possible amalgamation of certain schools on the abolition of fees, there will be at least 20,000 schools to be provided with buildings. At the rate of R1,000 a building, the estimated cost is two crores, while the estimated cost of maintenance, at 5 per cent., is R10,00,000. This expenditure would, of course, have to be spread over a series of years, and I think that it would be sufficient to provide five lakhs a year for the purpose, and to estimate that the work will be completed in forty years. Assuming that work were begun on these lines in 1909-10 and restricting the estimate, as in other cases, to the first five years' period, the cost would be, as shown in statement 37, *viz.*, R5,00,000 in 1909-10, rising to R6,00,000 in 1913-14.

42. I will now discuss the scheme as a whole, and give my opinion in regard to it. As will appear from statement 38, its total cost amounts in 1908-09 to R30,60,097, and rises in the year 1913-14 to R63,92,676. The amounts being very large, it is necessary to consider what, if any, items can be omitted or postponed. The expenditure to be incurred in the first year (R30,60,097), representing, as it does, the cost of abolishing fees in existing schools, cannot be reduced. For reasons already given, we must add the cost of bringing unaided schools on the aided list within the four years, 1909-10 to 1912-13, *vide* statements 7 to 9 and 30. Similarly, the comparatively small additional cost of absorbing aided and unaided schools into the Board system within the same four years must be incurred, *vide* statements 13 to 18 and 32 and 33. The cost of the additional inspecting staff also cannot be avoided, *vide* statement 28. This brings the totals for the six years, 1908-09 to 1913-14, up to R30,60,097, R33,98,195, R36,08,546, R38,77,508, R41,45,148 and R41,59,487, respectively. This is the minimum expenditure which will have to be incurred.

43. If it were decided to adopt this course, the following items would be omitted or postponed:—(1) the cost of providing books and other school requisities in aided and unaided schools including lower grade *madrasas* and *maktabs*, *viz.*:—R7,68,718 in 1909-10, rising to R9,39,769 in 1913-14; (2) the cost of providing for the construction and maintenance of buildings, *viz.*:—R5,00,000 in 1909-10, rising to R6,00,000, in 1913-14; and (3) the cost of the general expansion of primary education, including education in lower grade *madrasas* and *maktabs*, *viz.*:—R1,28,652 in 1909-10, rising to R6,93,420 in 1913-14. I place these items in the order in which I think that they could best be omitted or postponed, if funds are not available.

44. I have already stated that though there is a preponderance of opinion in favour of the proposed measure, a strong minority, inclusive of a majority of the executive officers consulted, would prefer that a large grant-in-aid should be given for the improvement of existing schools and the establishment of additional schools in areas where there are none or few at present. From an educational point of view, I certainly concur with the minority. The existing teachers are notoriously ill-educated and under-paid. An attempt is now being made to train teachers; but, in order to make the scheme successful, it is essential that their prospects should be improved. Not only this; the returns for 1906-07, show that 24·4 per cent. only of the male, and 2·9 per cent. only of the female, population of a school-going age are in the primary stage of instruction. Again, the fact noticed in paragraph 94 of my report for 1905-06, *viz.*, that 107 only out of every thousand of the male population are literate points to the improvement of existing schools and the opening of new ones as the best method of spending any money which might be available. In the Burdwan Division there are six schools of the classes indicated to each 10 square miles; in the Orissa Division, five; in the Presidency Division, four; in the Patna and Bhagalpur Divisions, two; and in the Chota Nagpur Division, one. No doubt in Bengal primary education has reached the non-agricultural classes to a large extent. There is, however, much scope for extension as regards the agriculturists.

45. I am not, however, inclined to regard this question from a purely educational point of view. I think that the need of obtaining control over primary education at once is stronger than that of improving existing schools and establishing new schools

in backward areas, strong though that need is. We have seen what has been the result in the past of leaving secondary education practically to look after itself. That class of education is, as officers and people recently consulted on the subject unanimously agree, in a deplorable state of inefficiency. In brief, the chief causes have been a policy of non-interference and meagre grants-in-aid. The immediate consequence of a bad system of secondary education has been the poor character of the men turned out of the colleges. Fortunately, the Government of India have now taken this subject in hand, and a scheme is under preparation which will involve very considerable expenditure on secondary education, with corresponding increase of control over secondary schools. This result will be entirely beneficial. The scheme for the abolition of fees in primary schools, if adopted, will give Government a similar control over primary education. Not only this, but the scheme will also lead at no distant date to that extension of primary education which, as all are agreed, is a most pressing need. Fees having been abolished, aided schools having become publicly managed schools, and unaided schools having been taken on to the aided list or having become publicly managed schools, strong pressure will be brought by the residents of areas where there are no schools for the establishment of schools in those areas. The abolition of fees seems, therefore, to me to be only the first of a series of effects, all involving an extension of primary education and of control by Government. I recommend, therefore, that, if possible, the entire scheme may be carried through, but that, if this is not possible, the smaller scheme, to which I have referred in paragraph 42 of this letter, may be adopted. Failing this, I would press for a considerable grant for the improvement of primary education and for its extension to backward areas, as recommended by the majority of executive officers.

Statement 1, showing the cost of abolishing fees in Government, and District and Municipal Board, middle vernacular schools.

Division.	Number of Schools.			Receipts from fees.			Receipts from subscriptions and other sources.			Total additional cost to Government.	Remarks.
	Government.	Board.	Total.	Government.	Board.	Total.	Government.	Board.	Total.		
1	2	3	4	5	6	7	8	9	10	11	12
	R	R	R	R	R	R	R	R	R	R	
Burdwan Division . . .	...	19	19	...	5 869	5,869	...	463	463	5,869	Receipts from subscriptions and other sources will, it is expected, continue.
Presidency " . . .	...	7	7	...	1,885	1,885	...	487	487	1,885	
Patna " . . .	3	33	36	401	3,743	4,144	130	1,098	1,228	4,144	
Bhagalpur " . .	4	16	20	634	1,837	2,471	48	511	559	2,471	
Orissa " . . .	2	15	17	207	949	1,156	...	44	44	1,156	
Chota Nagpur " . . .	8	16	24	674	1,894	2,568	223	268	491	2,568	
Total .	17	106	123	1,916	16,177	18,093	401	2,871	3,272	18,093	

Statement 2, showing the cost of abolishing fees in Government, and District and Municipal Board, upper primarg schools.

Division.	Government.	Board.	Total.	Government.	Board.	Total.	Government.	Board.	Total.	Total additional cost to Government.	Remarks.
				R	R	R	R	R	R	R	
Burdwan Division . . .	17	2	19	625	82	707	...	201	201	707	Receipts from subscriptions and other sources will, it is expected, continue.
Presidency " . . .	22	...	22	1,418	...	1,418	...	...	...	1,418	
Patna " . . .	23	...	23	1,202	...	1,202	108	...	108	1,202	
Bhagalpur " . . .	16	...	16	297	...	297	847	...	847	297	
Orissa " . . .	21	96	117	562	1,950	2,512	12	487	499	2,512	
Chota Nagpur " . . .	7	1	8	284	149	433	...	...	...	433	
Total .	106	99	205	4,388	2,181	6,569	967	688	1,655	6,569	

Statement 3, showing the cost of abolishing fees in Government, and District and Municipal Board, lower primary schools.

Division.	Government.	Board.	Total.	Government.	Board.	Total.	Government.	Board.	Total.	Total additional cost to Government.	Remarks.
				R	R	R	R			R	
Burdwan Division . . .	...	...	...	...	...	...	...	...	...	...	Receipts from subscriptions and other sources will, it is expected, continue.
Presidency " . . .	...	...	...	...	...	...	...	...	...	...	
Patna " . . .	3	...	3	...	...	...	...	...	...	...	
Bhagalpur " . . .	...	...	...	...	...	...	...	...	...	...	
Orissa " . . .	...	5	5	...	123	123	...	11	11	123	
Chota Nagpur " . . .	...	...	...	...	...	...	...	...	...	...	
Total .	3	5	8	...	123	123	...	11	11	123	

Statement 4 to 7 showing the cost of abolishing fees, etc.

Statement 4, showing the cost of abolishing fees in aided middle vernacular schools.

Division	Schools in which there will be no voluntary contributions after the introduction of free primary education.			Schools in which voluntary contributions will continue after the introduction of free primary education.					Net total cost of the two classes of schools, as shown in columns 4 and 9.	Present expenditure from public funds on the two classes of schools.	Additional cost to Government involved.
	Present number.	Average cost a month per school.	Annual cost of schools, as shown in column 2.	Present number.	Average cost a month per school.	Annual cost of schools, as shown in column 5.	Contributions which will continue.	Net annual cost of schools as shown in column 5.			
1	2	3	4	5	6	7	8	9	10	11	12
		R	R		R	R	R	R	R	R	R
Burdwan Division	92	45	49,680	...	...	...	...	...	49,680	15,097	34,583
Presidency "	134	45	72,360	...	...	..	...	...	72,360	19,609	52,751
Calcutta	5	137	8,220	1	137	1,644	150	1,494	9,714	2,049	7,665
Patna Division	...	...	...	2	45	1,080	208	872	872	298	574
Bhagalpur "	...	...	...	11	60	7,920	199	7,721	7,721	2,513	5,208
Orissa Division { Boys' schools	12	45	6,480	5	45	2,700	2,120	580	7,060	2,316	4,744
Orissa Division { Girls' "	...	...	...	4	86	4,128	2,550	1,578	1,578	1,383	195
Chota Nagpur Division	6	47	3,384	...	...	...	...	...	3,384	1,164	2,220
TOTAL	249	...	1,40,124	23	...	17,472	5,227	12,245	1,52,369	44,429	1,07,940

Statement 5, showing the cost of abolishing fees in aided upper primary schools.

			R		R	R	R	R	R	R	R
Burdwan Division	1,067	20	2,56,080	...	...	...	...	...	2,56,080	55,950	2,00,130
Presidency " { Boys' schools	552	20	1,32,480	...	...	...	...	...	1,32,480	36,043	96,437
Presidency " { Girls' "	19	30	6,840	...	...	...	...	...	6,840	3,767	3,073
Calcutta { Boys' schools	28	50	16,800	...	...	...	..	...	16,800	4,386	12,414
Calcutta { Girls' "	...	...	...	28	94	31,584	19,476	12,108	12,108	8,978	3,130
Patna Division	255	18	55,080	25	18	5,400	5,340	60	55,140	35,314	19,826
Bhagalpur "	299	20	71,760	...	...	...	...	...	71,760	36,775	34,985
Orissa " { Boys' schools	265	20	63,600	...	...	...	...	...	63,600	23,251	40,349
Orissa " { Girls' "	...	...	...	11	33	4,356	1,393	2,963	2,963	2,713	250
Chota Nagpur Division	188	19	42,864	...	...	...	...	...	42,864	20,753	22,111
TOTAL	2,673	...	6,45,504	64	...	41,340	26,209	15,131	6,60,635	2,27,930	4,32,705

N. B.—The above statement refers to existing aided schools only. If allowance is made for normal expansion up to 1908-1909 inclusive, the additional expenditure required is calculated at R28,224, thus bringing the total cost up to R (4,32,705+28,224) 4,60,929.

Statement 6, showing the cost of abolishing fees in aided lower primary schools.

Burdwan Division	6,897	10	8,27,640	...	...	...	...	...	8,27,640	1,21,478	7,06,162
Presidency " — Boys' schools	3,653	10	4,38,360	...	...	...	...	...	4,38,360	1,09,064	3,29,296
Presidency " — Girls' "	617	15	1,11,060	...	...	...	...	...	1,11,060	31,810	79,250
Calcutta — Boys' schools	201	19	45,828	...	...	...	...	...	45,828	14,643	31,185
Calcutta — Girls' "	33	19	7,524	27	46	14,904	14,650	254	7,778	6,313	1,465
Patna Division	5,412	9	5,84,496	31	9	3,348	848	2,500	5,86,996	1,77,522	4,09,474
Bhagalpur "	2,909	9	3,14,172	...	...	...	...	...	3,14,172	92,556	2,21,616
Orissa " — Boys' schools	3,668	9	3,96,144	...	...	...	...	...	3,96,144	49,355	3,46,789
Orissa " — Girls' "	120	9	12,960	103	9	11,124	2,154	8,970	21,930	15,633	6,297
Chota Nagpur "	2,243	9	2,42,244	...	...	...	...	...	2,42,244	82,326	1,59,918
TOTAL	25,753	...	29,80,428	161	...	29,376	17,652	11,724	29,92,152	7,00,700	22,91,452

N. B.—The above statement refers to existing aided schools only. If allowance is made for normal expansion up to 1908-1909 inclusive, the additional expenditure required is calculated at R1,32,648, thus bringing the total cost up to R (22,91,452 + 1,32,648) 24,24,100.

Statement 7, showing the cost of bringing unaided middle vernacular schools on to the aided list in the four years, 1909-10 to 1912-13.

DIVISION.	Number of existing schools, regard being had to normal expression up to 1908-1909 inclusive.	Number of unaided schools which will probably be added to the aided list year by year.				Average monthly cost for each school.	Total annual cost year by year.			
		1909-10.	1910-11.	1911-12.	1912-13.		1909-10.	1910-11.	1911-12.	1912-13
1	2	3	4	5	6	7	8	9	10	11
						R	R	R	R	R
Burdwan Division	16	4	4	4	4	45	2,160	4,320	6,480	8,640
Presidency Division and Calcutta	5+1*	2	1	1	1	45	1,080	1,620	2,160	2,700
Patna Division	10	3	3	2	2	45	1,620	3,240	4,320	5,400
Bhagalpore Division	5	2	1	1	1	60	1,440	2,160	2,880	3,600
Orissa "	3	1	1	1	...	45	540	1,080	1,620	1,620
Chota Nagpur "	2	1	1	...	...	47	564	1,128	1,128	1,128
TOTAL	41+1*	13	11	9	8	...	7,404	13,548	18,588	23,088

* Endowed free institution.

Statement 8, showing the cost of bringing unaided upper primary schools on to the aided list in the four years, 1909-10 to 1912-13.

Division.	Number of existing schools, regard being had to normal expansion up to 1908-09 inclusive.	Number of unaided schools which will probably be added to the aided list year by year.				Average monthly cost for each school.	Total annual cost year by year.			
		1909-10.	1910-11.	1911-12.	1912-13.		1909-10.	1910-11.	1911-12.	912-13.
1	2	3	4	5	6	7	8	9	10	11
						R	R	R	R	R
Burdwan Division . .	16	4	4	4	4	20	960	1,920	2,880	3,840
Presidency Division } Boys' schools	3	1	1	1	...	20	240	480	720	720
Presidency Division } Girls' "	2	1	1	...	...	30	360	720	720	720
Patna Division .	15	4	4	4	3	18	864	1,728	2,592	3,240
Bhagalpur " .	7	2	2	2	1	20	480	960	1,440	1,680
Orissa " .	21	5	5	5	6	20	1,200	2,400	3,600	5,040
Chota Nagpur " .	3	1	1	1	...	19	228	456	684	684
Total .	67	18	18	17	14	...	4,332	8,664	12,636	15,924

Statement 9, showing the cost of bringing unaided lower primary schools on to the aided list in the four years, 1909-10 to 1912-13.

Burdwan Division .	1,445	361	361	361	362	10	43,320	86,640	1,29,960	1,73,400
Presidency Division. } Boys' schools	541	135	135	135	136	10	16,200	32,400	48,600	64,920
Presidency Division. } Girls' " .	79	20	20	20	19	15	3,600	7,200	10,800	14,220
Patna Division .	933	233	233	233	234	9	25,164	50,328	75,492	1,00,764
Bhagalpur " .	672	168	168	168	168	9	18,140	36,288	54,432	72,576
Orissa Division " .	2,318	580	580	580	578	9	62,643	1,25,280	1,87,920	2,50,344
Chota Nagpur " .	485	121	121	121	122	9	13,068	26,136	39,204	52,380
Total .	6,473	1,618	1,618	1,618	1,619	...	1,82,136	3,64,272	5,46,408	7,28,604

Statement 10, showing the cost on account of new middle vernacular schools which, it is expected, will be opened as a result of the general expansion of education due to the abolition of fees in the five years, 1909-10 to 1913-14.

Division.	Increase in the number of schools year by year.					Rates adopted in the case of aided schools.	Total additional cost to Government year by year.				
	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.		1909-10.	1910-11.	1911-12.	1912-13.	1913-14.
1	2	3	4	5	6	7	8	9	10	11	12
						R	R	R	R	R	R
Burdwan Division . .	...	3	2	2	2	45	1,620	3,240	4,320	5,400	6,480
Presidency Division. } Boys' schools .	...	...	...	...	...	...	...	...	...	...	...
Presidency Division. } Girls' " .	...	...	...	...	...	...	...	...	...	...	...
Calcutta } Boys' schools .	...	...	...	...	...	...	...	...	...	...	...
Calcutta } Girls' " .	...	...	...	...	...	...	...	...	...	..	..
Patna Division .	1	1	1	1	1	45	540	1,080	1,620	2,160	2,700
Bhagalpur " .	...	...	1	...	1	0	...	...	720	720	1 440
Orissa " .	...	...	1	1	1	5	...	...	540	1,080	1,620
Chota Nagpur " .	...	1	1	1	1	7	...	564	1,128	1,692	2,256
Total .	1	5	6	5	6	...	2,160	4,884	8,328	11,052	14,496

Statement 11, showing the cost on account of new upper primary schools which, it is expected, will be opened as a result of the general expansion of education due to the abolition of fees in the five years, 1909-10 to 1913-14.

DIVISION.		Increase in the number of schools year by year.					Rates adopted in the case of aided schools.	Total additional cost to Government year by year.				
		1909-10.	1910-11.	1911-12.	1912-13.	1913-14.		1909-10.	1910-11.	1911-12.	1912-13.	1913-14.
1		2	3	4	5	6	7	8	9	10	11	12
							R	R	R	R	R	R
Burdwan Division	......	22	22	22	23	23	20	5,280	10,560	15,840	21,360	26,880
Presidency "	Boys' schools	11	12	12	12	12	20	2,640	5,520	8,400	11,280	14,160
	Girls' "	...	1	...	...	1	30	...	360	360	360	720
Calcutta	Boys' schools	3	3	3	4	4	50	1,800	3,600	5,400	7,800	10,200
	Girls' "	4	5	6	6	7	94	4,512	10,152	16,920	23,688	31,584
Patna Division	......	14	14	15	15	16	18	3,024	6,048	9,288	12,528	15,984
Bhagalpur "	......	10	10	11	11	11	20	2,400	4,800	7,410	10,080	12,720
Orissa "	Boys' schools	12	12	13	13	13	20	2,880	5,760	8,880	12,000	15,120
	Girls' "	1	...	1	...	1	33	396	396	792	792	1,188
Chota Nagpur "	......	5	6	6	6	6	19	1,140	2,508	3,876	5,244	6,612
TOTAL		82	85	89	90	94	...	24,072	49,704	77,196	1,05,132	1,35,168

Statement 12, showing the cost on account of new lower primary schools which, it is expected, will be opened as a result of the general expansion of education due to the abolition of fees in the five years, 1909-10 to 1913-14.

							R	R	R	R	R	R
Burdwan Division	......	172	175	179	183	186	10	20,640	41,640	63,120	85,080	1,07,400
Presidency "	Boys' schools	134	138	142	147	151	10	16,080	32,640	49,680	67,320	85,440
	Girls' "	37	39	41	43	45	15	6,660	13,680	21,060	28,800	36,900
Calcutta	Boys' schools	10	11	11	12	13	19	2,280	4,788	7,296	10,032	12,996
	Girls' "	3	3	3	3	4	19	684	1,368	2,052	2,736	3,648
Patna Division	......	134	136	139	142	145	9	14,472	29,160	44,172	59,508	75,168
Bhagalpur "	......	107	110	113	117	120	9	11,556	23,436	35,640	48,276	61,236
Orissa "	Boys' schools	183	189	194	200	206	9	19,764	40,176	61,128	82,728	1,04,976
	Girls' "	7	7	7	8	8	9	756	1,512	2,268	3,132	3,996
Chota Nagpur "	......	81	84	86	89	92	9	8,748	17,820	27,108	36,720	46,656
TOTAL		868	892	915	944	970	...	1,01,640	2,06,220	3,13,524	4,24,332	5,38,416

Statement 13, showing the cost of the conversion of aided middle vernacular schools into District and Municipal Board schools in the four years, 1909-10 to 1912-13.

Division.	Number of existing aided non-subscription schools, in the case of which the rates adopted will be less than the Board rates.*	Number of aided schools to be converted into Board schools year by year.				Difference between the Board rates and the rates adopted in the case of aided non-subscription schools.	Additional total cost to Government year by year.				Remarks.
		1909-10.	1910-11.	1911-12.	1912-13.		1909-10.	1910-11.	1911-12.	1912-13.	
1	2	3	4	5	6	7	8	9	10	11	12
						R	R	R	R	R	
Burdwan Division . .	92	23	23	23	23	4†	1,104	2,208	3,312	4,416	† 49—45=4
Presidency " . .	134	33	33	33	35	9‡	3,564	7,128	10,692	14,472	‡ 54—45=9
Patna " . .	...	...	...	...	...	...	...	...	...	...	
Bhagalpur " . .	...	...	...	...	...	...	...	...	...	...	
Orissa " . .	12	3	3	3	3	13§	468	936	1,404	1,872	§ 58—45=13
Chota Nagpur " . .	...	...	...	...	...	...	...	...	...	...	
Total .	238	59	59	59	61	...	5,136	10,272	15,408	20,760	

N.B.—If the Boards, as may be expected, allow teachers to contribute to the Provident Fund, and themselves also contribute thereto, the expenditure during the four years will be enhanced by R1,254, R2,509, R3,763 and R5,024, respectively.

* It is unnecessary to estimate for any normal expansion in the case of middle vernacular schools.

Statement 14, showing the cost of the conversion of aided upper primary schools into District and Municipal Board schools in the four years, 1909-10 to 1912-13.

Division.	Number of existing aided non-subscription schools (regard being had to normal expansion up to 1908-09 inclusive), in the case of which the rates adopted will be less than the Board rates.	Number of aided schools to be converted into Board schools year by year.				Difference between the Board rates and the rates adopted in the case of aided non-subscription schools.	Additional total cost to Government year by year.				Remarks.
		1909-10.	1910-11.	1911-12.	1912-13.		1909-10.	1910-11.	1911-12.	1912-13.	
1	2	3	4	5	6	7	8	9	10	11	12
						R	R	R	R	R	
Burdwan Division . .	1,067	266	266	266	269	2	6,384	12,768	19,152	25 608	‖ 22—20=2
Presidency " . .	567	142	142	142	141	1¶	1,704	3,408	5,112	6,804	¶ 21—20=1
Patna " . .	289	72	72	72	73	3**	2,592	5,184	7,776	10,404	** 21—18=3
Bhagalpur " . .	325	81	81	81	82	3††	2,916	5,832	8,748	11,702	†† 23—20=3
Orissa " . .	280	70	70	70	70	6‡†	5,040	10,080	15,120	20,160	‡‡ 26—20=6
Chota Nagpur " . .	188	47	47	47	47	2	1,128	2,256	3,384	4 510	‖‖ 21—19=2
Total .	2,716	678	678	678	682	...	19,764	39,528	59,292	79,188	

N.B.—If the Boards, as may be expected, allow teachers to contribute to the Provident Fund and also contribute thereto, the expenditure during the four years will be enhanced by R5,880, R11,761, R17,640 and R23,526, respectively.

Statement 15, showing the cost of the conversion of aided lower primary schools into District and Municipal Board schools in the four years, 1909-10 to 1912-13.

Division.	Number of existing aided non-subscription schools (regard being had to normal expansion up to 1908-09 inclusive), in the case of which the rates adopted will be less than the Board rates.	Number of aided schools to be converted into Board schools year by year. 1909-10.	1910-11.	1911-12.	1912-13.	Difference between the Board rates and the rates adopted in the case of aided non-subscription schools.	Additional total cost to Government year by year. 1909-10.	1910-11.	1911-12.	1912-13.	Remarks.
1	2	3	4	5	6	7	8	9	10	11	12
						R	R	R	R	R	
Burdwan Division	...	...	...	...	...	...	...	...	...	...	
Presidency "	...	...	...	...	...	...	...	...	...	...	
Patna "	...	...	...	...	...	...	...	...	...	...	
Bhagalpur "	...	...	...	...	...	...	...	...	...	...	
Orissa "	...	...	...	...	...	...	...	...	...	...	
Chota Nagpur "	...	...	...	...	...	...	...	...	...	...	
Total	...	...	...	...	...	...	...	...	...	...	

N. B.—If the Boards, as may be expected, allow teachers to contribute to the Provident Fund, and themselves also contribute thereto, the expenditure during the four years will be R24,321, R48,642, R72,963 and R97,284, respectively.

Statement 16, showing the cost of the conversion of unaided middle vernacular schools into District and Municipal Board schools in the four years, 1909-10 to 1912-13.

Burdwan Division	16	4	4	4	4	4*	192	384	576	768	*49—45=4
Presidency "	5	2	1	1	1	9†	216	324	432	540	†54—45=9
Patna "	...	...	...	...	...	...	...	...	...	...	
Bhagalpur "	...	...	...	...	...	...	...	...	...	...	
Orissa "	3	1	1	1	...	13‡	156	312	468	468	‡58—45=13
Chota Nagpur "	...	...	...	...	...	...	...	...	...	...	
Total	24	7	6	6	5	...	564	1,020	1,476	1,776	

N. B.—If the Boards, as may be expected, allow teachers to contribute to the Provident Fund, and themselves also contribute thereto, the expenditure during the four years will be enhanced by R249, R455, R627, and R777, respectively.

Statement 17, showing the cost of the conversion of unaided upper primary schools into District and Municipal Board schools in the four years 1909-10 to 1912-13.

Burdwan Division	16	4	4	4	4	2	96	192	288	384	22—20=2
Presidency "	3	1	1	1	...	1	12	24	36	36	21—20=1
Patna "	15	4	4	4	3	3	144	288	432	540	21—18=3
Bhagalpur "	7	2	2	2	1	3	72	144	216	252	23—20=3
Orissa "	21	5	5	5	6	6	360	720	1,080	1,512	26—20=6
Chota Nagpur "	3	1	1	1	...	2	24	48	72	72	21—19=2
Total	65	17	17	17	14	...	708	1,416	2,124	2,796	

N. B.—If the Boards, as may be expected, allow teachers to contribute to the Provident Fund, and themselves also contribute thereto, the expenditure during the four years will be enhanced by R157, R315, R461 and R585, respectively.

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Statement 18, showing the cost of the conversion of unaided lower primray schools into District and Municipal Board schools in the four years 1909-10 to 1912-13.

Division.	Number of existing unaided schools (regard being had to normal expansion up to 1908-09 inclusive), in the case of which the rates adopted will be less than the Board rates.	Number of schools to be converted into Board schools year by year.				Difference between the Board rates and the rates adopted in the case of aided non-subscription schools.	Additional total cost to Government year by year.				Remarks.
		1909-10.	1910-11.	1911-12.	1912-13.		1909-10.	1910-11.	1911-12.	1912-13.	
1	2	3	4	5	6	7	8	9	10	11	12
						R	R	R	R	R	
Burdwan Division	...	...	...	...	...	...	...	...	...	...	
Presidency "	...	...	...	...	...	...	...	...	...	...	
Patna "	...	...	...	...	...	...	...	...	...	...	
Bhagalpur "	...	...	...	...	...	...	...	...	...	...	
Orissa "	...	...	...	...	...	...	...	...	...	...	
Chota Nagpur "	...	...	...	...	...	...	...	...	...	...	
Total	...	...	...	...	...	...	...	...	...	...	

N. B.—If the Boards, as may be expected, allow teachers to contribute to the Provident Fund, and themselves also contribute thereto, the expenditure during the four years will be R5,691, R11,383, R17,075 and R22,768.

Statement 19, showing the cost of supplying books and other school requisites free of charge to the pupils of Government, District and Municipal Board, and aided middle vernacular schools in the five years, 1909-10 to 1913-14.

Division.	Cost.					Remarks.
	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	
	R	R	R	R	R	
Burdwan Division	8,152	8,396	8,563	8,734	8,908	At R 2 per pupil a year for pupils in the middle stage, R1-8 per pupil a year for pupils in the upper primary stage, and annas 12 per pupil a year for pupils in the lower primary stage.
Presidency "	7,326	7,326	7,326	7,326	7,326	
Calcutta	529	529	529	529	529	
Patna Division	2,355	2,402	2,450	2,499	2,549	
Bhagalpur "	1,672	1,705	1,739	1,773	1,808	
Orissa "	3,046	3,106	3,168	3,231	3,295	
Chota Nagpur "	2,361	2,431	2,503	2,578	2,655	
Total	25,441	25,895	26,278	26,670	27,070	

Statement 20, showing the cost of supplying books and other school requisites free of charge to the pupils of Government, District and Municipal Board, and aided upper primary schools in the five years, 1909-10 to 1913-14.

	R	R	R	R	R	
Burdwan Division	43,063	43,924	44,802	45,698	46,612	At R1-8 per pupil a year for pupils in the upper primary stage, and annas 12 per pupil a year for pupils in the lower primary stage.
Presidency "	26,263	26,788	27,324	27,869	28,426	
Calcutta	6,198	6,941	7,774	8,706	9,750	
Patna Division	14,180	14,747	15,336	15,949	16,587	
Bhagalpur "	13,242	13,639	14,048	14,469	14,903	
Orissa "	20,397	21,008	21,638	22,287	22,955	
Chota Nagpur "	8,839	9,104	9,377	9,658	9,947	
Total	1,32,182	1,36,151	1,40,299	1,44,636	1,49,180	

Statement 21, showing the cost of supplying books and other school requisites free of charge to the pupils of Government, District and Municipal Board, and aided lower primary schools in the five years, 1909-10 to 1913-1914.

	R	R	R	R	R	
Burdwan Division	1,54,239	1,57,323	1,60,467	1,63,674	1,66,947	At annas 12 per pupil a year.
Presidency "	1,23,864	1,27,579	1,31,406	1,35,348	1,39,408	
Calcutta	4,209	4,419	4,639	4,870	5,115	
Patna Division	1,30,866	1,33,485	1,36,152	1,38,876	1,41,654	
Bhagalpur "	49,793	51,286	52,824	54,408	56,140	
Orissa "	64,836	66,781	68,784	70,847	72,972	
Chota Nagpur "	46,354	47,744	49,176	50,651	52,170	
Total	5,74,161	5,88,617	6,03,448	6,18,674	6,34,306	

Statement 22, showing the cost of supplying books and other school requisites free of charge to the pupils of unaided middle vernacular schools, if such schools are brought on to the aided list, in the five years, 1909-10 to 1913-14.

DIVISION.	COST.					REMARKS.
	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	
	R	R	R	R	R	
Burdwan Division .	323	647	960	1,274	1,299	At R2 per pupil a year for pupils in the middle stage, R1-8 per pupil a year for pupils in the upper primary stage, and annas 12 per pupil a year for pupils in the lower primary stage.
Presidency " .	114	227	339	454	454	
Calcutta . . .	17	34	51	68	68	
Patna Division .	170	340	511	680	693	
Bhagalpur " .	39	79	119	159	162	
Orissa " .	45	90	134	136	138	
Chota Nagpur " .	23	46	47	48	49	
TOTAL .	731	1,463	2,161	2,819	2,863	

Statement 23, showing the cost of supplying books and other school requisites free of charge to the pupils of unaided upper primary schools, if such schools are brought on to the aided list, in the five years, 1909-10 to 1913-14.

DIVISION.	COST.					REMARKS.
	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	
	R	R	R	R	R	
Burdwan Division .	228	457	686	915	933	At R1-8 per pupil a year for pupils in the upper primary stage, and annas 12 per pupil a year for pupils in the lower primary stage.
Presidency " .	130	261	391	524	535	
Calcutta . .	...	...	...	...	...	
Patna Division .	54	108	163	217	225	
Bhagalpur " .	100	201	302	403	415	
Orissa " .	135	269	404	539	555	
Chota Nagpur " .	141	281	422	434	447	
TOTAL .	788	1,577	2,368	3,032	3,110	

Statement 24, showing the cost of supplying books and other school requisites free of charge to the pupils of unaided lower primary schools, if such schools are brought on to the aided list, in the five years, 1909-10 to 1913-14.

DIVISION.	COST.					REMARKS.
	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	
	R	R	R	R	R	
Burdwan Division .	6,189	12,387	18,597	24,813	25,308	At annas 12 per pupil a year.
Presidency " .	3,645	7,302	10,978	14,659	15,099	
Calcutta . .	...	...	...	...	...	
Patna Division .	5,312	10,632	15,960	21,296	21,721	
Bhagalpur " .	3,068	6,146	9,235	12,333	12,703	
Orissa " .	6,963	13,948	20,956	27,988	28,827	
Chota Nagpur " .	2,515	5,038	7,568	10,107	10,410	
TOTAL .	27,692	55,453	83,294	1,11,196	1,14,068	

Statement 25, showing in abstract the cost of the abolition of fees and connected subjects in middle vernacular schools, as per statements 1 to 24, for the six years, 1908-09 to 1913-14.

	1908-09.	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	REMARKS.
	R	R	R	R	R	R	
1. Cost of abolition of fees in existing Government and District and Municipal Board schools.	18,093	18,093	18,093	18,093	18,093	18,093	
2. Cost of abolition of fees in existing aided schools.	1,07,940	1,07,940	1,07,940	1,07,940	1,07,940	1,07,940	
3. Cost of bringing unaided schools on to the aided list.	...	7,404	13,548	18,588	23,088	23,088	
4. Cost due to general expansion.	[illegible]	2,160	4,884	8,328	11,052	14,496	
5. Cost of the conversion of aided and unaided schools into District and Municipal Board schools	...	5,136	10,272	15,408	20,760	20,760	Aided schools.
	...	564	1,020	1,476	1,776	1,776	Unaided ,,
6. Cost of contribution for teachers of aided and unaided schools to Provident Fund.	...	1,254	2,509	3,763	5,024	5,024	Aided schools
	...	249	455	627	777	777	Unaided ,,
7. Cost of supply of books and other school requisites to aided and unaided schools.	...	25,441	25,895	26,278	26,670	27,070	Aided schools.
	...	731	1,463	2,161	2,819	2,863	Unaided ,,
TOTAL .	1,26,033	1,68,972	1,86,079	2,02,062	2,17,999	2,21,887	

Statement 26, showing in abstract the cost of the abolition of fees and connected subjects in upper primary schools, as per statements 11 to 24, for the six years, 1908-09 to 1913-14.

	1908-09.	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	REMARKS.
	R	R		R	R	R	
1. Cost of abolition of fees in existing Government and District and Municipal Board schools.	6,569	6,569	6,569	6,569	6,569	6,569	
2. Cost of abolition of fees in existing aided schools after making allowance for normal expansion up to 1908-09 inclusive.	4,60,929	4,60,929	4,60,929	4,60,929	4,60,929	4,60,929	
3. Cost of bringing unaided schools on to the aided list.	...	4,332	8,664	12,636	15,924	15,924	
4. Cost due to general expansion.	...	24,072	49,704	77,196	1,05,132	1,35,168	
5. Cost of the conversion of aided and unaided schools into District and Municipal Board schools.	...	19,764	39,528	59,292	79,188	79,188	Aided schools.
	...	708	1,416	2,124	2,796	2,796	Unaided ,,
6. Cost of contribution for teachers of aided and unaided schools to Provident Fund.	...	5,880	11,761	17,640	23,526	23,526	Aided schools.
	...	157	315	461	585	585	Unaided ,,
7. Cost of supply of books and other school requisites to aided and unaided schools.	...	1,32,182	1,36,151	1,40,299	1,44,636	1,49,180	Aided schools.
	...	788	1,577	2,368	3,032	3,110	Unaided ,,
TOTAL	4,67,498	6,55,381	7,16,614	7,79,514	8,42,317	8,76,975	

Statement 27, showing in abstract the cost of the abolition of fees and connected subjects in lower primary schools, as per statements 1 to 24, for the six years, 1908-09 to 1913-14.

	1908-09.	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	REMARKS.
	R	R	R	R	R	R	
1. Cost of abolition of fees in existing Government and District and Municipal Board schools.	123	123	123	123	123	123	
2. Cost of abolition of fees in existing aided schools after making allowance for normal expansion up to 1908-09 inclusive.	24,24,100	24,24,100	24,24,100	24,24,100	24,24,100	24,24,100	
3. Cost of bringing unaided schools on to the aided list.	...	1,82,136	3,64,272	5,46,408	7,28,604	7,28,604	
4. Cost due to general expansion.	...	1,01,640	2,06,220	3,13,524	4,24,332	5,38,416	
5. Cost of the conversion of aided and unaided schools into District and Municipal Board schools.	...	*Nil*	*Nil*	*Nil*	*Nil*	*Nil*	
6. Cost of contribution for teachers of aided and unaided schools to Provident Fund.	...	24,321	48,642	72,963	97,284	97,284	Aided schools.
	...	5,691	11,383	17,075	22,768	22,768	Unaided „
7. Cost of supply of books and other school requisites to aided and unaided schools.	...	5,74,161	5,88,617	6,03,448	6,18,674	6,34,306	Aided schools.
	...	27,692	55,453	83,294	1,11,196	1,14,068	Unaided „
TOTAL .	24,24,223	33,39,864	36,98,810	40,60,935	44,27,081	45,59,669	

Statement 28, showing the cost of the appointment of additional inspecting staff on account of the expansion of education due to the abolition of fees in the five years, 1909-10 to 1913-14.

CLASS OF SCHOOLS.	Number of additional appointments year by year.					Total additional cost year by year.				
	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.
1	2	3	4	5	6	7	8	9	10	11
						R	R	R	R	R
Middle vernacular schools (Assistant Inspectors of Schools).	...	...	...	...	...	...	...	...	...	...
Upper primary schools (Deputy Inspectors of Schools).	1	1	1	1	1	2,289	4,578	6,867	9,156	11,745
Lower primary schools (Sub-Inspectors of Schools).	9	6	6	6	7	14,350	23,240	32,860	42,480	54,230
Lower primary schools (Assistant Sub-Inspectors of Schools).	6	3	4	4	4					
TOTAL .	16	10	11	11	12	16,639	27,818	39,727	51,636	65,975

Statement 29, showing the cost of abolishing fees in aided lower grade madrasas and maktabs.

Division.		Present number, regard being had to normal expansion up to 1908-09 inclusive.	Average cost a month per school.	Annual cost of schools, as shown in column 2.	Present expenditure from public funds on these schools.	Additional cost to Government involved.	Remarks.
1		2	3	4	5	6	7
			R	R	R	R	
Burdwan Division	Lower grade madrasas	3	45	1,620	523	1,097	
	Class II maktabs .	41	10	4,920	916	4,004	
Presidency Division . . .		...	...	...	...	...	
Patna Division	Class III maktabs .	41	11	5,412	1,440	3,972	
	" II " .	191	9	20,628	3,709	16,919	
Bhagulpur Division	" III " .	54	11	7,128	2,256	4,872	
	" II " .	103	9	11,124	2,078	9,046	
Orissa Division		...	...	...	...	...	
Chota Nagpur Division	Class III maktabs .	6	11	792	240	552	
	" II " .	23	9	2,484	603	1,881	
Total .		462	...	54,108	11,765	42,343	

Statement 30, showing the cost of bringing unaided lower grade madrasas and maktabs on to the aided list in the four years, 1909-10 to 1912-13.

Division.		Number of existing schools, regard being had to normal expansion up to 1908-09 inclusive.	Number of unaided schools which will probably be added to the aided list year by year.				Average monthly cost for each school.	Total annual cost year by year.			
			1909-10.	1910-11.	1911-12.	1912-13.		1909-10.	1910-11.	1911-12.	1912-13.
1		2	3	4	5	6	7	8	9	10	11
							R	R	R	R	R
Burdwan Division	Lower grade madrasas	2	1	1	...	...	45	540	1,080	1,080	1,080
	Class II maktabs .	3	1	1	1	...	10	120	240	360	360
Presidency Division . . .		...	...	...	...	...	...	...	...	...	...
Patna Division		...	...	...	...	...	...	...	...	...	...
Bhagalpur Division	Lower grade madrasas	1	1	...	...	...	60	720	720	720	702
	Class III maktabs .	1	1	...	...	...	11	132	132	132	132
	" II " .	55	14	14	14	13	9	1,512	3,024	4,536	5,940
Orissa Division		...	...	...	...	...	...	...	...	...	...
Chota Nagpur Division.	Class II maktabs .	8	2	2	2	2	9	216	432	648	864
Total .		70	20	18	17	15	...	3,240	5,628	7,476	9,096

Statement 31, showing the cost on account of new lower grade madrasas and maktabs which it is expected will be opened as a result of the general expansion of education due to the abolition of fees in the five years, 1909-10 to 1913-14.

Division.		Increase in the number of schools year by year.					Rates adopted in the case of aided schools.	Total additional cost to Government year by year.				
		1909-10.	1910-11.	1911-12.	1912-13.	1913-14.		1909-10.	1910-11.	1911-12.	1912-13.	1913-14.
1		2	3	4	5	6	7	8	9	10	11	12
							R	R	R	R	R	R
Burdwan Division	Lower grade madrasas	...	...	...	...	...	...	...	...	...	...	...
	Class II maktabs .	...	1	1	1	1	10	...	120	240	360	480
Presidency "		...	...	...	...	...	...	...	...	...	...	...
Patna "	Class III maktabs .	...	1	1	1	1	11	...	132	264	396	528
	" II " .	3	3	3	4	4	9	324	648	972	1,404	1,836
Bhagalpur "	" III " .	1	1	1	1	1	11	132	264	396	528	660
	" II " .	3	3	3	3	3	9	324	648	972	1,296	1,620
Orissa "		...	...	...	...	...	...	...	...	...	...	...
Chota Nagpur "	Class III maktabs .	...	...	...	...	...	...	...	...	...	...	...
	" II " .	...	1	...	1	...	9	...	108	108	216	216
Total .		7	10	9	11	10	...	780	1,920	2,952	4,200	5,430

Statement 32, showing the cost of the conversion of aided lower grade madrasas and maktabs into District and Municipal Board schools in the four years, 1909-10 to 1912-13.

Division.	Number of existing aided non-subscription schools (regard being had to normal expansion up to 1908-09 inclusive), in the case of which the rates adopted will be less than the Board rates.	Number of aided schools to be converted into Board schools year by year.				Difference between the Board rates and the rates adopted in the case of aided non-subscription schools.	Additional total cost to Government year by year.				Remarks.
		1909-10.	1910-11.	1911-12.	1912-13.		1909-10.	1910-11.	1911-12.	1912-13.	
1	2	3	4	5	6	7	8	9	10	11	12
						R	R	R	R	R	
Burdwan Division—Lower grade madrasas.	3	1	1	1	...	4*	48	96	144	144	*49—45=4.
Presidency Division .	...	...	...	...	...	...	...	...	...	...	
Patna " .	...	...	...	...	...	...	...	...	...	...	
Bhagalpur " .	...	...	...	...	...	...	...	...	...	...	
Orissa " .	...	...	...	...	...	...	...	...	...	...	
Chota Nagpur " .	...	...		...	...	...	...	...	...	...	
Total .	3	1	1	1	...	...	48	96	144	144	

N. B.—If the Boards, as may be expected, allow teachers to contribute to the Provident Fund, and them selves also contribute thereto, the expenditure during the four years will be enhanced by R424, R847, R1,270 and R1,692, respectively.

Statement 33, showing the cost of the conversion of unaided lower grade madrasas and maktabs into District and Municipal Board schools in the four years, 1909-10 to 1912-13.

Division.	Number of existing unaided schools (regard being had to normal expansion up to 1908-09 inclusive), in the case of which the rates adopted will be less than the Board rates.	Number of schools to be converted into Board schools year by year.				Difference between the Board rates and the rates adopted in the case of aided non-subscription schools.	Additional total cost to Government year by year				Remarks.
		1909-10.	1910-11.	1911-12.	1912-13.		1909-10.	1910-11.	1911-12.	1912-13.	
1	2	3	4	5	6	7	8	9	10	11	12
						R	R	R	R	R	
Burdwan Division—Lower grade madrasas.	2	1	1	...	...	4*	48	96	96	96	*49−45=4
Presidency Division .	...	...	...	...	...	...	...	...	...	...	
Patna " .	...	...	...	...	...	...	...	...	...	...	
Bhagalpur " .	...	...	...	...	...	...	...	...	...	...	
Orissa " .	...	...	...	...	...	...	...	...	...	...	
Chota Nagpur " .	...	...	...	...	..	...	...	...	...	...	
Total .	2	1	1	...	...	...	48	96	96	96	

N. B.—If the Boards, as may be expected, allow teachers to contribute to the Provident Fund, and themselves also contribute thereto, the expenditure during the four years will be enhanced by R103, R179, R237 and R287, respectively.

Statement 34, showing the cost of supplying books and other school requisites, free of charge, to the pupils of aided lower grade madrasas and maktabs, in the five years, 1909-10 to 1913-14.

Division.	Cost.					Remarks.
	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	
1	2	3	4	5	6	7
	R	R	R	R	R	
Burdwan Division { Lower grade madrasas. maktabs	234	241	245	250	255	At R2 per pupil a year for pupils in lower grade madrasas, and annas 12 per pupil a year for pupils in maktabs.
Presidency Division . . .	652	665	678	691	704	
Patna Division, maktabs . .	...	...	...	...	...	
Bhagalpur Division, maktabs .	3,980	4,059	4,140	4,222	4,306	
Orissa Division	1,893	1,949	2,007	2,067	2,129	
Chota Nagpur Division, maktabs .	...	...	...	...	...	
	636	655	674	694	714	
Total .	7,395	7,569	7,744	7,924	8,108	

Statement 35, showing the cost of supplying books and other school requisites, free of charge, to the pupils of unaided lower grade madrasas and maktabs, if such schools are brought on to the aided list, in the five years, 1909-10 to 1913-14.

Division.	Cost. 1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	Remarks.
1	2	3	4	5	6	7
	R	R	R	R	R	
Burdwan Division . { lower grade madrasas . .	53	106	108	110	112	At R2 per pupil a year for pupils in lower grade madrasas, and annas 12 per pupil a year for pupils in maktabs.
Burdwan Division { maktabs	20	40	60	61	62	
Presidency "	...	...	...	...	...	
Patna "	...	...	...	...	...	
Bhagalpur " { lower grade madrasas . .	92	94	96	98	100	
Bhagalpur " { maktabs	128	257	386	516	646	
Orissa "	...	...	...	...	...	
Chota Nagpur Division maktabs	35	70	105	141	144	
Total .	328	567	755	926	1,064	

Statement 36, showing in abstract the cost of the abolition of fees and connected subjects in lower grade madrasas and maktabs for the six years, 1908-09 to 1913-14.

	1908-09.	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	Remarks.
1	2	3	4	5	6	7	8
	R	R	R	R	R	R	
1. Cost of abolition of fees in existing aided schools .	42,343	42,343	42,343	42,343	42,343	42,343	
2. Cost of bringing unaided schools on to the aided list .	...	3,240	5,628	7,476	9,096	9,096	
3. Cost due to general expansion	...	780	1,920	2,952	4,200	5,340	
4. Cost of the conversion of aided and unaided schools into District and Municipal Board schools.	...	48	96	144	144	144	Aided schools.
	...	48	96	96	96	96	Unaided "
5. Cost of contribution for teachers of aided and unaided schools to Provident Fund.	...	424	847	1,270	1,692	1,692	Aided "
	...	103	179	237	287	287	Unaided "
6. Cost of supply of books and other schools requisites to aided and unaided schools.	...	7,395	7,569	7,744	7,924	8,108	Aided "
	...	328	567	755	926	1,064	Unaided "
Total .	42,343	54,709	59,245	63,017	66,708	68,170	

Statement 37, showing the cost of constructing and maintaining buildings for schools in the five years, 1909-10 to 1913-14.

1909-10.			1910-11.			1911-12.			1912-13.			1913-14.		
Initial.	Recurring.	Total.	Initial.	Recurring.	Total.	Initial.	Recurring.	Total.	Initial.	Recurring.	Total.	Initial.	Recurring.	Total.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
R	R	R	R	R	R	R	R	R	R	R	R	R	R	R
5,00,000	...	5,00,000	5,00,000	25,000	5,25,000	5,00,000	50,000	5,50,000	5,00,000	75,000	5,75,000	5,00,000	1,00,000	6,00,000

Statement 38, showing in abstract the cost of the abolition of fees and connected subjects in middle vernacular and upper and lower primary schools and in lower grade madrasas and maktabs, for the six years, 1908-09 to 1913-14.

	1908-09.	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	REMARKS.
1	2	3	4	5	6	7	8
	R	R	R	R	R	R	
Middle vernacular schools	1,26,033	1,68,972	1,86,079	2,02,662	2,17,999	2,21,887	
Upper primary schools	4,67,498	6,55,381	7,16,614	7,79,514	8,42,317	8,76,975	
Lower primary schools	24,24,223	33,39,864	36,98,810	40,60,935	44,27,081	45,59,669	
Inspecting staff	...	16,639	27,818	39,727	51,636	65,975	
Lower grade madrasas and maktabs	42,313	54,709	59,245	63,017	66,708	68,170	
Buildings	...	5,00,000	5,25,000	5,50,000	5,75,000	6,00,000	
TOTAL	30,60,097	47,35,565	52,13,566	56,95,855	61,80,741	63,92,676	

From the Commissioner of the Presidency Division, to the Director of Public Instruction, Bengal no. 106-L.S.G., dated the 17th September 1907.

With reference to your letter no. 15578, dated the 24th August 1907, on the question of the abolition of fees in primary schools, I have the honour to send herewith a copy of a note on the subject taken in the Collectors' Conference held on the 28th and 29th August 1907 in this office.

The note was only received on the 28th August 1907, and had not been circulated to Collectors. The note contained no figures or statistics necessary for the examination of the subject and the Director of Public Instruction has promised to supply these later on.

A note from the Director of Public Instruction, dated the 19th August 1907.

The Conference were unable to deal fully with the subject.

They observed—

(1) that the abolition of fees would not increase the amount available for the promotion of primary education;

(2) that there was no public demand for the abolition of the fees;

(3) that large sums were required for primary schools apart from the provision of fees;

(4) that much money had been recently provided for improving the inspecting staff, but nothing had been done for the teaching staff and very little for the improvement of buildings;

(5) that if the primary schools came to be public managed schools, a great deal will have to be expended on making them efficient, and that the mere abolition of fees will increase the difficulty of finding funds for the object;

(6) the whole question is one of expense, and the measure of expenses cannot be estimated by simply referring to the amount now paid on fees.

E. W. COLLIN,
Commissioner, Presidency Division.

From Pundit BALADEVA RAMA JHA, B.A., Offg. Inspector of Schools, Bhagalpur Division, to the Director of Public Instruction, Bengal, no. 4263, dated the 16th September 1907.

In continuation of my letter no. 3344, dated the 23rd August 1907, I have the honour to submit herewith copy of a letter no. 184-L. E., dated the 9th September 1907, from the Magistrate and Chairman, District Board, Monghyr, regarding free primary education. I had before me the facts and figures while writing my report, for I had received in time the Deputy Inspector's Report attached by the Magistrate to his letter. There is nothing in the Magistrate's letter that I have not already submitted my views on in my report on the subject. (Another copy of this correspondence has been sent through the Commissioner, Bhagalpur Division.)

From H. ALLANSON, Esq., I.C.S., Magistrate and Chairman, District Board, Monghyr, to the Inspector of Schools, Bhagalpur Division, no. 184-L.E., dated the 9th September 1907.

With reference to your no. 2835, dated the 6th August 1907, regarding the report that has been asked for on the proposal to abolish fees in primary schools, I have the honour to say that I regret that the report has been so unduly delayed owing to the change in District Officers.

I forward herewith the report of the Deputy Inspector of Schools. As I have but lately joined this district, I have nothing to add to it so far as figures and facts regarding schools in this district are concerned.

2. *Paragraphs 1 to 4* of the Deputy Inspector s note shows that the extra cost which will be thrown on the public purse by the abolition of fees will be as follows:—

Total cost of schools when free primary education is introduced will be R80,944. The present contribution from public funds is R32,123, to which is to be added R5,141 subscription and endowments. Total extra cost to fall on the public funds by the abolition of fees will therefore be R43,680.

3. *Paragraph 5.*—The Deputy Inspector is of opinion that the people are so loath to pay fees that the mere announcement of the abolition of fees will be a safeguard against their being paid surreptitiously to the teachers in future. I do not feel certain that the Deputy Inspector is not unduly optimistic. It is a curious trait in the people of this country that while they are most unwilling to pay anything on consumption, they will

gladly pay "dusturi." A raiyat will fight against even a slight increase in his rate of rent while he will willingly pay a big *salami* down, so long as he can retain the old rate of rent. Similarly it appears to me that with the abolition of fees a custom of "dusturi" in money or kind to the *gurus* will grow up. If it does not it will be a somewhat novel experience. It may be said that both fees and dusturi are now paid. On that point I have no information, but I think it probable that the fees will really continue as dusturi, and if that is the case, Government will really not be benefiting the people at all by the abolition of fees. The essence of fees is the compulsion, the essence of dusturi is its voluntariness. I shall be much surprised if the latter does not grow up as the former disappear.

4. *Paragraph 6.*—The Deputy Inspector estimates that the cost of bringing the unaided schools on the aided list will be R14,340 spread over a term of five years. I agree that the natural result of the abolition of fees in the aided schools will be the more or less speedy disappearance of the unaided schools. I would add also that I think aided schools will soon cease to exist as aided schools and will become schools completely under public control. The Government of India point out in paragraph 14 of their letter that the annual cost to the public funds of each child in aided schools is R1-5, whereas in publicly managed schools it is R5. Does this difference represent the difference in the amount of fees? Unaided and aided schools will tend to disappear quickly, and the whole primary education of the country will be a "Board school" system. It is for the cost of this that provision has to be made and estimates prepared.

5. *Paragraph 7.*—I have seen copies of some of the opinions sent by various gentlemen to the Director of Public Instruction. I notice that some of them advocate compulsory free primary education. It is fortunate that customs of the country, etc., and the conservation of the inhabitants puts compulsory free primary education out of practical politics. The cost would be prohibitive. I do not think that the abolition of fees will tend to a very considerable extension of education, at least for years to come. It must be remembered that to the poor cultivator every child is a bread winner from a very early age and saves him labour. With his usual conservatism he is not likely to take his child from herding and weeding to send him to school.

6. *Paragraph 8.*—The Deputy Inspector takes the cost of supplying books, etc., at R2,458.

I think if fees are to be abolished, books, etc., should be provided free.

7. I understand that the Government of India have practically decided to abolish the fees in primary schools so that there would seem to be no object in discussing the question as to whether in Bengal, for example, the large sum of money which the abolition will entail might not be more beneficially spent.

With the abolition of the salt tax the poorer classes in this country will practically contribute nothing to the revenue, and the small fee payable for giving a child a primary education might well be regarded as a small contribution to the revenue paid by persons who would otherwise contribute nothing and it is paid in return for direct services. And if voluntary dusturi replaces compulsory fees, the only persons benefited by this great change of the abolition of fees will be the *gurus* and teachers.

From C. H. Bompas, Esq., I.C.S., Offg. Commissioner of the Bhagalpur Division, to the Director of Public Instruction, Bengal, no. 1207-J., dated the 31st August 1907.

With reference to your Circular no. 40, dated the 4th March 1907, I have the honour to forward the report of the Officiating Inspector of Schools (no. 3343, dated the 23rd August 1907) on the proposal to make primary education free. As the Inspector's report is belated, I shall only make a few remarks on the main points.

2. It will be observed that none of the District Officers is in favour of the abolition of school fees. I am not aware that the State has anywhere provided universal free education except as a corollary of compulsion. If the abolition of fees does not result in a considerable increase in the number of scholars, then, though, as the Government of India remarks, the reform amounts to a remission of taxation, it is in favour of a very indefinite class. The remission would clearly be very unequally distributed. If a remission of this nature is contemplated, it would be much better for Government to relieve the people of part of the charges for village watch and ward. If, on the other hand, the number of scholars is greatly increased, some result will have been attained, but Government will have committed itself to an expenditure of indefinite amount which it seems doubtful whether it is prepared to meet.

3. Even in the latter case the benefits of the measure will be unequally distributed. It may sound heretical to say so, but I believe that there are many parts of the country, where it is quite useless to teach the bulk of the people to read and write: children, if taught, would soon forget what they learnt from mere disuse. All that has to be read is a rent or tax receipt 3 or 4 times a year and an occasional bond. I believe that in the agricultural parts of England it is not unknown for boys after leaving school to lose the

power of writing from mere disuse. In tracts such as I have indicated attendance at school is not likely to increase for many years: it is sufficient for the needs of the community that half a dozen of the leading men in the village are literate. Such tracts therefore will not share in the benefit of more widely spread education.

4. If it is wished to make a concession equivalent to a remission of taxation, I would give a grant-in-aid of the chaukidari tax: if it is wished to spend money for the benefit of the people I would devote every available rupee to the improvement of communications.

5. Assuming however that fees are to be abolished, I agree that the concession should not be extended to the Primary Departments of Secondary schools. I would take the opportunity of abolishing Middle Vernacular schools. Any boy who wishes to go beyond the Upper Primary stage naturally wishes to learn a little English, and it is right that he should do so. He need not thereby become a Babu: a little English is most useful for the superior artizan and foreman of labourers.

6. The proper way to estimate the cost of the proposed reform is to first estimate the cost of an efficient Primary school: this will vary in different parts of the Province. Multiply this by the present number of aided schools, and we shall have the total expenditure to be incurred at the beginning under the new system. It is not sufficient, even if it be possible, to estimate the amount received from private sources by the existing schools. For if Government is to bear the entire cost of a school it will be bound to maintain that school in a state of efficiency; but the total receipts of many schools are quite insufficient at present to secure a competent teacher. The Officiating Inspector fixes the remuneration of *gurus* at from R10 to R20. I think that an average of R12 might be taken as a basis of the calculation.

7. It will have to be decided on what conditions new schools are to be opened. If Government offers free education, it should logically provide it for any one who demands it. It will however be necessary to devise some method of ascertaining that the demand for a school is justified by the future number of pupils. This may perhaps be secured by insisting on the provision and maintenance in good condition of a suitable school house.

8. Fees may be abolished; but I agree with the Inspector that it will be impossible to prevent the *gurus* from accepting customary presents; and in many cases the *guru* will also probably continue to be boarded and lodged by some well-to-do villager.

From F. W. Duke, Esq., I.C.S., Commissioner of the Orissa Division, to the Director of Public Instruction, Bengal, no. 2609-R., dated the $\frac{20th}{21st}$ August 1907.

With reference to your Circular no. 40, dated the 4th March 1907, I have the honour to forward herewith the Report of the Inspector of Schools, Orissa Division, on the various points mentioned in your Circular no. 38 of the 4th idem, to his address, on the subject of the proposed abolition of fees in Primary schools.

2. I received this report when I had already started on a tour along the course of the Mahanadi at a great distance from Cuttack, and generally out of reach of prompt and regular communication. I observed on first perusal of the Inspector's report that he has included in his calculations the seventeen Gurjat States originally attached to this Division, which are not British territory, and to which I do not think the proposals of the Government of India can be taken to apply; for although Government has for some years assisted education in these States, it has not as I understand assumed such a responsibility as to relieve them of the whole cost of primary education. On the other hand, while I have not been able to examine the condition of the individual States from this point of view, I am certain that most of them are already spending on education as much as their revenues will bear, and that they could not support the expense of entirely freeing it. The inclusion of statistics regarding them is misleading, and deprives the report to a considerable extent of its interest and value as an accurate forecast of the requirements of the Division. I therefore retained it for further consideration, which explains the delay in forwarding. Since however the Inspector of Schools has also been touring in a remote part of the country, it would occasion much further delay to have it revised, and I now send it on, leaving it to you to pass such further orders as you judge proper.

3. The Inspector has evidently given much care to the preparation of his statistics, and with the qualification explained above I should be disposed to accept his forecasts as being as accurate as can be expected.

4. I would offer the following considerations as an assistance to criticising the estimates of expansion in paragraph 16 (*c*) and (*d*) of the report. I do not think that the abolition of fees will very greatly expand the attendance at Primary schools in the first instance. Amongst the smaller raiyats and poorer classes generally the determining factor as to whether they should educate their children must be not whether they can

afford to pay an anna or two annas as a monthly fee, but whether they can dispense with the child's labour which may very well be worth twelve times as much. The abolition of the fee may help to turn the scale and get the child sent to school, but I should think in very rare cases.

5. On the other hand the abolition of fees in managed and aided schools must make almost a clear sweep of the unaided schools within a very brief period. I would draw attention to the fact that there are about a third of the whole in Orissa.

The Inspector estimates that half of these may be brought on to the aided list in five years. This must of course be pure assumption, since there seem to be no data for the formation of an opinion, and I will only observe that unless we can devise measures to ensure such a result, we shall have begun by striking a very heavy blow at the volume of public instruction in the country.

6. With regard to some of the other questions raised in the Government of India letter, there is no doubt that severe measures will have to be adopted against the levying of pretended voluntary contributions. The people have been used to these, well-to-do people frequently lodge and feed the *guru*, and if a stop is to be put to it, nothing short of dismissal in all detected cases will suffice.

7. Referring to paragraph 15 of the report, I do not think that books should be provided, except on certificates from some local authority, such as a village panchayat, that the guardian is really unable to purchase them. An allowance of 10 per cent. or so of books might be made to each school for this purpose.

It appears that the additional expenditure to be provided will at the end of five years have risen to about 5½ lakhs on fee compensation alone. Supposing Government able to provide this expenditure, it may still not be able to provide a further sum of 14 lakhs within five years for buildings and equipment. It is hardly necessary to point out that the schools are all housed somewhere at present, and that it is not absolutely essential to build houses for all of them within the period of five years.

The figures of the report appear to me, not knowing the resources which Government may have at its disposal, to be sufficiently formidable, but it may be that if you direct the exclusion of all consideration of the Gurjat States, they will become somewhat less so.

From the Commissioner of the Chota Nagpur Division, to the Director of Public Instruction, Bengal, no. 250-L.F., dated the 25th June 1907.

I have the honour to forward herewith a copy of the report of the Inspector of Schools, Chota Nagpur Division, no. 1756, dated the 22nd May 1907, regarding the proposal to abolish fees in primary schools, and to say that I am not prepared to give an opinion on a matter of so much importance without consulting my Deputy Commissioners. I hope to discuss the subject with them at a Conference in the month of August next.

From Herbert A. Stark, Esq., B.A., Offg. Inspector of Schools, Chota Nagpur Division, to the Director of Public Instruction, Bengal, no. 1756, dated the 22nd May 1907.

In reference to your Circular no. 38, dated the 4th March 1907, forwarding a copy of the letter no. 883, dated the 22nd November 1906, from the Government of India, concerning the proposal to abolish fees in primary schools, I have the honour to state as follows.

2. *Paragraph 3 of the Director of Public Instruction's Circular no. 38 of 4th March 1907.*—I am not able to advance any reasons why the proposal to give the people free education should extend to schools other than Upper and Lower Primary and Middle Vernacular schools. In my estimates I have borne in mind that the question does not concern unaided schools, although as directed I have included them in my forecast.

3. *Paragraph 5 of the Director's Circular.*—I do not know of any schools attended by such exceptional circumstances as to make it advisable that permission should be given them to levy fees without forfeiture of the grants-in-aid hitherto received. My calculation of the grants to be paid has been made on the supposition that no fees of any sort will in future be permitted, and has included the income of teachers from payment in kind in addition to payment in cash.

4. *Paragraphs 6, 7 and 8 of the Director's Circular.*—Regarding the question of how far fees are already being remitted in Upper and Lower Primary and Middle Vernacular schools, I am able to explain that the universal rule of exemption is extended to 5 per cent. (or including Muhammadans up to 12 per cent.) of the nominal roll, to scholarship-holders, to time-expired scholarship-holders, to pupils of night schools, to aborigines and low castes, and girls in girls' schools. This exemption applies to schools whether they are directly managed and maintained by District Boards, or merely aided by District Boards, without reference to their being under public or private management.

I have verified the figures returned by this office as expenditure from fees for the year 1905-06 in respect of Upper and Lower Primary and Middle Vernacular schools: both those that were under private and those that were under public management. I find that those figures embrace cash as well as *kind* payments; but probably the payments in kind were understated by *gurus*, from a foolish apprehension that the grants would be rebated if the income in kind were found to be substantial. I would here point out that the sum of ₨38,719 finding a place in the table of each Inspector's division in paragraph 14 of your letter so far as this division is concerned is meant to indicate the money value of payments received in kind, and therefore does not correctly represent the support given to schools by donations or monthly subscriptions as opposed to fees and payment in kind.

5. *Paragraphs 10 and 11 of the Director's Circular.*—Paragraph 11 of the Government of India's letter expects a forecast of how many schools that are now unaided will yearly, during the quinquennium ending in 1913-14, have to be taken on to the aided list. An attempt has been made to anticipate the rate at which unaided schools will be absorded into the free-education system. But it should be very clearly recognized that no data are available upon which to base the calculation. All that experience does is to point out that every new school endeavours to come under the present grant-in-aid system directly its probationary period expires. The only interpretation of this tendency is that every school which is unaided will with eagerness apply for aid under the scheme for free education, and discontinue levying fees as soon as it is put upon the aided list. I do not expect that unaided schools will continue to exist for even a year after primary education is offered free, and the expenses are assured against the precarious income now derived from payments in kind and in cash. It is necessary to dwell at some length upon the considerations which have influenced me in coming to the conclusion that schools will come upon our list *per saltum* and not *per pedem*. In the first place at present we have 61 unaided Indigenous, 507 Lower Primary, 5 Upper Primary and I Middle Vernacular schools, against aided Indigenous *nil*, Lower Primary 2,279, Upper Primary 189 and Middle Vernacular schools 6. Thus it will be seen that our attention is narrowed down to Indigenous and Lower Primary schools. A large percentage of these have not completed the probationary six months, without which their application for aid cannot be entertained. Others of them may at one time have been in receipt of a grant, but have for the time been returned as unaided, because for inefficiency their grants have been discontinued. They will probably energise till they have their grants restored to them. Indigenous schools are steadily grading upwards until they are recognized as Lower Primary schools and are given grants. In this division it may be said that the schools exist at the public expense. A microscopic few of them are dependent upon the liberality of a patron. The conditions upon which free education will be gvien will be so greatly to the advantage of both teacher and taught that there will be no inducement for any school to keep out the system. Proprietors have no interest in Primary and Middle Vernacular schools as commercial ventures, because they do not prove a source of income, and where the teacher is the proprietor, he will readily exchange his precarious and narrow income for a monthly payment by Government. I am so confident, from the local enquiries which I have made in every part of the division, that schools will wholesale come upon our aided list, that I have felt myself justified in assuming that by the end of the first year, *viz.*, 1908-09, unaided schools will practically have ceased to exist. Accordingly, in applying this postulate, I have taken the sum total of aided and unaided schools of to-day as the starting point for the future expansion of the free primary education in the successive years of the quinquennium 1909-10 to 1913-14.

My expectation of additional expenditure upon the yearly increasing number of Lower and Upper Primary and Middle Vernacular schools is appointed. I have very carefully gone into the problem of the likely increase, and have consulted every Missionary and official who could throw any light on the subject. My forecast refers only to *boná fide* expansion. But I should here like to state that I apprehend the possibility of a large number of Lower Primary schools being opened into which the pupils will be admitted on the express understanding that they need not attend class regularly if they do not wish to. The object of the *guru* will be to present to the educational authorities a respectable roll of pupils, and in the absence of daily visits from Inspecting officers he will mark the attendance register so as to bolster up the pretence that his pupils are genuine scholars. At present the connection of a boy with his school is traced by his monthly payment of school fees. But with the gift of a free education the external link between a boy and his school will disappear, and it will be often impossible to discover who is and who is not a *boná fide* learner. There may thus spring into existence a crop of bogus Lower Primary schools with make-believe pupils to falsify my calculations. The contingency of fraud will have to be kept prominently in the foreground when free education is introduced. It and not surreptitiously paid fees seems to me to be the evil that will have to be combated. I further expect that the number of schools of the Upper Primary and Middle Vernacular type will increase. Many Lower Primary schools will develop into Upper Primary schools tempted thereto by the higher wages obtainable in Upper Primary schools. For a like reason Middle Vernacular schools will probably become more numerous by the expansion of present Upper Primary schools. It is not

suggested that the increase in either class of schools will generally carry with it efficiency. I also anticipate that Middle Vernacular schools will be augmented by the conversion of Middle English schools into Middle Vernacular ones. A large number of Middle English schools depend upon the patronage of local zamindars who subscribe to the up-keep of the schools from mixed motives. Sometimes it is that the school was started by a father, and delicacy or public opinion deters the new zamindar from withdrawing his contribution. Sometimes the zamindar wants his sons to learn English, and so he supports the local Middle English school. All this may obtain contrary to the inclinations of the donor. When free education is provided by Government, he will reflect that he has only to abolish the teaching of English in the school, and it will be immediately transformed into a Middle Vernacular school, and as such it will be eligible for maintenance under the free primary education rules. He will have cast off a responsibility which is now irksome, and yet the school will be a Middle school, albeit of the vernacular type. By the transaction he will have gained his object with the minimum loss to his prestige. In making my calculations, I have allowed these possibilities to have some weight. I may, however, incidentally mention that should many Middle English schools become Middle Vernacular schools, the feeders of High English schools will be less numerous than they now are, and the recruitment of pupils for the higher classes of High schools, which are now able to prolong a feeble and inefficient existence, will die out. This however will not be an altogether undesirable ultimate result.

6. *Paragraph 12 of the Director's Circular.*—I have already stated that I do not apprehend that in this division fees will be paid concurrently with free primary education. If it is proclaimed in all villages by beat of drum that Government has assumed the responsibility of paying teachers on the condition that they charge no fees, I do not think that parents will continue to pay the *gurus* anything monthly either in cash or in kind. Occasional gifts we cannot hope to control. There are ceremonies, both social and religious, which involve a gift to the teacher. For instance, when a boy for the first time takes a pen into his hand, there is a ceremony performed, an essential part of which is a gift to the teacher: at weddings, *shradhas* and harvest festivals the customary gifts will continue to fall in the share of the *guru*. Even were it expected that parents will continue to pay teachers monthly in spite of our prohibition, I cannot think of any means by which we can prevent a voluntary and unnecessary expenditure.

7. *Paragraph 12 of the Director's Circular.*—I concur with the anticipation of Government of India that when fees are abolished, voluntary contributions and subscriptions will cease, and that we shall have only one class of schools, namely, those publicly managed. All aided schools will sooner rather than later become publicly managed ones. It must never be lost sight of in dealing with this division that the people are almost entirely poor agriculturists and aborigines, and low down in the scale of advanced civilization. To go into detailed statistics is not necessary; but it may be noted that out of a population in 1901 of 4,900,429 persons in the Chota Nagpur Division (excluding the Tributary States), 1,029,398 were agriculturists and 1,245,043 were aborigines. Of the aborigines, 942,102 were animists. Thus agriculturists and aborigines account for practically half the population of the Division. On a par with these are many low castes whom I have neglected to take into account in calling attention to the general poverty of the people for whom we are catering in the matter of free primary education. The people being poor and very backward, I do not think that when Government redoubles its efforts to bring primary schools within the reach of all, private persons will continue to volunteer to bear the cost of what would otherwise be provided by Government. The men of wealth and local importance who may continue to regard the provision of a Primary school as an honourable public duty are so few in number that they amount to a negligible quantity. This is borne out by the table which, in paragraph 14 on page 4 of your letter, shows that the amount received in 1905-06 from endowments or other sources was R5,514. As already explained in paragraph 4 of this letter, the amount R38,719 reported in the preceding column of the same table as derived from subscriptions is misleading, as it really indicates the money value of payments in kind.

The aided Primary schools, whether Lower or Upper, which are in receipt of *bonâ fide* voluntary subscriptions are very small in number. The number of Primary schools which have no source of income, except fees and grants, is 2,468.

8. *Paragraph 15 of the Director's Circular.*—As already stated, free Primary education now prevails in a greater or less degree in different parts of the Division. But it is not customary to provide all children, whose fees are remitted, with books and slates. If they are not provided with these, the present inducements to education will remain unaltered. If it be the wish of the Government to draw a larger number of pupils into the net, it would be advisable to make it still easier for aborigines and petty agriculturists to attend school, by saving them what they can ill-afford—the purchase of books and slates and other school materials, such as pencils and paper. I have accordingly estimated the probable annual cost on this account for the five years, 1909-10 to 1913-14. The figures relate to the existing number of schools, and the probable expansion of schools following upon the introduction of free primary education. The estimates have been prepared in consultation with the prices of books given in Appendix D upon pages 36 and 37 of the Bengal Education Rules and Orders. Should the books

which are to replace the ones now in use be different in point of price and number, the estimates now submitted will be misleading and without value.

9. In connection with the cost of building, enlarging and maintaining school-houses it is extremely difficult to make any forecast, as there are no data to work upon. Broadly speaking, while all the Middle Vernacular schools and 80 per cent. of Upper Primary schools have their own school-houses, 80 per cent. of Lower Primary schools are reported to be held in verandahs and godowns of private houses, and in such like places again the cost of the school-houses will depend upon the size of houses needed according to the local demand for the accommodation of pupils, and upon the rates for building and repairing that prevail in the different districts and in their subdivisions. Under these circumstances it is not possible to forecast with any pretence to accuracy. Yearly a certain sum, say, R50,000, may however be earmarked for the building, enlarging and repairing of Primary schools of all three grades. An important point to consider is whether the 80 per cent. of Lower Primary schools and the 20 per cent. of Upper Primary schools should be allowed to continue to meet in out-houses and verandahs.

10. *Paragraph 18 of the Director's Circular.*—In accordance with the directions given in this paragraph of your Circular letter no. 38, dated the 4th March 1907, the attached estimates and forecasts are submitted, *viz.*—

Table (*a*)—An estimate of the cost of abolishing fees of both kinds in Lower and Upper Primary and Middle Vernacular schools, including also a forecast of the additional cost of bringing *unaided* Lower and Upper Primary and Middle Vernacular schools on the aided list.

Table (*b*)—A forecast of the cost of supplying books and other school requisites free of charge in Lower and Upper Primary and Middle Vernacular schools.

Table (*c*)—A forecast showing the cost of expansion in Lower and Upper Primary and Middle Vernacular schools, owing to the combined causes that fees will not be levied, and that almost all, if not all, such schools will become District Board and Municipal schools.

TABLE A.

An estimate of the cost of abolishing Fees in cash and kind, and a forecast of the additional cost of aiding unaided Lower Primary, Upper Primary and Middle Vernacular Schools.

(Based on the Annual Returns for the year 1906-07.)

DISTRICT.	COMPENSATION FOR FEES ABOLISHED IN AIDED SCHOOLS. Annual income of *aided* Lower Primary, Upper Primary and Middle Vernacular schools from fees in cash and kind. (*a*)	COMPENSATION FOR FEES ABOLISHED IN UNAIDED SCHOOLS. Annual income of *unaided* Lower Primary, Upper Primary and Middle Vernacular schools from fees in cash and kind.	TOTAL OF COMPENSATION OR ADDITIONAL COST. Total of columns 2 and 3.	PRESENT COST TO GOVERNMENT. Present cost to Government in aiding Lower Primary, Upper Primary and Middle Vernacular schools.	TOTAL COST TO GOVERNMENT FOR FREE PRIMARY EDUCATION. Total of columns 4 and 5.	REFERENCES.
1	2	3	4	5	6	7
	R	R	R	R	R	
Ranchi . .	30,921	7,139	38,060	25.577	63,637	(*a*) *Excludes schools maintained by Government and District Boards.*—This column assumes that paragraph 18 (*a*) of Director of Public Instruction's letter means *aided* schools, because 18 (*c*) relates to *unaided* schools. If, however, the omission of the word "aided" in paragraph 18 (*a*) intimates that *all* schools are meant, then the total (*c*) and not (*b*) should be read. If in paragraph 18 (*d*) and (*e*) the "cost involved" means the *additional* cost involved, then the total (*c*) should be read, as (*d*) indicates the cost which Government is now bearing. If, on the other hand, the *total* cost involved is required, then (*e*) should be read, as it includes what Government is now paying as grants, and will have to pay as compensation for fees.
Palamau .	11,892	2,181	1,3[illegible],073	15 538	29,611	
Manbhum .	34,930	6,434	41,364	24,871	66,235	
Harazibagh .	22,554	3,057	25,611	21,889	47,500	
Singhbhum .	13.122	3,478	16,600	25,752	42,352	
	(*b*)		(*c*)	(*d*)	(*e*)	
TOTAL	1,13,419	22,289	1,35,708	1.13,627	2,49,335 say 2,50,000	

TABLE B.

An estimate of cost of providing Pupils of Lower Primary, Upper Primary and Middle Vernacular Schools with books and other school materials.

(Based on the Annual Returns for the year 1906-07.)

District.	Cost.	
	R	R
Ranchi	23,024	
Palamau	7,463	
Manbhum	30,555	
Hazaribagh	20,245	
Singhbhum	19,506	
TOTAL .	1,00,793 say	1,00,000

TABLE C.

Forecast of cost due to the expansion of Primary Education and the conversion of the unaided schools to Board or Municipal Schools.

(Calculated on the initial cost of R2,50,000 shown in Table A.)

YEAR.	Rate of increase.	Increase.	Total.
		R	R
1909-10	3 per cent.	7,500	2,57,500
1910-11	5 "	12,500	2,62,500
1911-12	7 "	17,500	2,67,500
1912-13	7 "	17,500	2,67,500
1913-14	7 "	17,500	2,67,500

N.B.—This estimate does not include the increase due to free supply of books and other school materials. Should it be needed, the same rate of increase as above may be calculated on the R1,00,000 of Table B.

From RAI MADHU SUDAN RAO BAHADUR, Offg. Inspector of Schools, Orissa Division, to the Director of Public Instruction, Bengal (through the Commissioner of the Orissa Division), dated the 25th July 1907.

In compliance with your Circular no. 38, dated the 4th March last, forwarding a copy of letter no. 883, dated the 22nd November 1906, on the subject of the proposed abolition of fees in all primary schools, I have the honour to submit the following report, together with statements embodying the required estimates and forecasts prepared on the lines laid down therein, concerning the five districts of the Orissa Division and the 17 States of the Orissa Tributary Mahals, the seven newly transferred Native States having been excluded from the scope of the report by reason of the proposed scheme of free primary education being considered by the Political Agent to be impracticable under present arrangements.

2. It may be noted at the outset that the District Officers and the Chairmen of Municipal and District Boards in the Division, excepting the Deputy Commissioner of Angul who has not yet favoured me with an expression of his opinion on the subject, are in favour of the proposed measure, and that on the whole they approve of the manner in which the estimates and forecasts have been prepared by the several local officers of the department, though they have not entered into any discussion of the points adverted to in the circular under reference. I beg further to state that sufficient care has been taken to estimate the value of fee receipts as accurately as possible, the estimates submitted by local officers having been checked and corrected in the light of the results of enquiries conducted by me in respect of certain typical areas on the lines prescribed in paragraph 17 of the circular above referred to.

3. As a preliminary observation in respect of the announcement of the scheme under consideration, I beg leave to state that it appears to have been received with sincere joy by various sections of the people in Orissa, particularly by many of the poorer classes of society anxious to receive the benefits of an elementary education and to whom it promises a substantial relief to their exceedingly limited means and by the teachers of primary schools whose minds it has filled with hopeful anticipations of a comparatively independent livelihood and a larger and more secure income. There are some educated people who, while heartily welcoming the prospect of the widest possible extension of primary education, are afraid that the working of the proposed scheme may

result in the transformation of the people's own *pathsalas* with features of a distinctly indigenous character into officialized institutions without touch with the sentiments of the village communities and managed on purely official lines without regard to the need for efficient co-operation with the people and their old *pathsala* system. This apprehension however appears to me to be groundless, for the clearly affirmed policy of Government in respect of primary education has always been to evoke the interest and co-operation of the people and to retain and develop the best features of the indigenous system.

4. I now proceed to consider in due order the important points noticed in the circular, and to offer such observations in regard to the estimates and forecasts embodied in the accompanying statements as appear to me to be called for.

5. *Paragraph 3 of the Circular.*—I entirely subscribe to the proposal that the abolition of fees should be restricted to upper and lower primary and middle vernacular schools, and I beg to state that there appear to be no cogent reasons for including any other class of schools within its scope. The ancient Indian idea that higher education should be imparted as a free gift while primary instruction should be paid for by its recipients, which had its origin in the religious ordinances of the dead past, has had its day and the modern idea that the provision of elementary education for the masses is more important than that of higher education for the classes is rightly in the ascendant. The proposal that the benefits of the free education scheme should be confined to primary schools alone does by no means imply any discouragement of higher or secondary schools.

6. *Paragraph 5 of the Circular.*—There appear to be no exceptional schools of the primary and the middle vernacular class, receiving aid which may reasonably be permitted to charge fees without forfeiture of the grant-in-aid enjoyed by them.

7. *Paragraph 6 of the Circular.*—All the local officers are unanimous in stating that the financial returns both from aided and unaided lower primaries are in a large majority of cases unreliable, and I have no hesitation in endorsing their statements. A very considerable proportion of the village school masters or Abdhans as they are called in Orissa either do not, or cannot, keep regular and correct accounts of their receipts in cash, and they very often make entries in a careless and haphazard way. As regards receipts in kind including daily food and presents made on occasions of certain festivals, etc., it has been found that they are not generally entered in the accounts usually kept and consequently not shewn in the annual returns. I have already stated that sufficient care has been taken in estimating the correct amounts of fees paid in money and ascertaining the values of payments in kind. The estimates called for are submitted in statement no. I.

8. *Paragraph 7 of the Circular.*—The extent to which fees are remitted in the classes of schools now under consideration is stated below:—

Girls' schools generally charge no fees except in a very few instances, the fee receipts shown under such institutions almost entirely representing payments made by boys attending mixed schools. No fees are levied from the low caste and aboriginal pupils, and from pupils attending night schools, though occasional payments in kind are not unknown. Scholarship-holders are also exempted from payments of fees. In cases of admitted poverty 5 per cent. of the total number of pupils and 8 per cent. in the case of Muhammadan pupils are allowed to read free in middle schools, either managed or aided by Government or District Boards.

9. *Paragraph 8 of the Circular.*—The figures already returned as expenditure from fees for the year 1905-06 in respect of directly managed, aided and unaided schools have been verified, so far as this Division is concerned.

10. *Paragraph 9 of the Circular.*—The share allotted to this Division, of the Imperial assignment therein referred to, which amounted to R87,305, was entirely devoted to the construction of buildings.

11. *Paragraphs 10 and 11 of the Circular.*—Forecasts called for in these paragraphs have been prepared (*vide* Statements II and III) in accordance with the spirit of the instructions laid down therein.

12. *Paragraph 12 of the Circular.*—If fees both in money and grain are abolished, it is not likely that parents and guardians will continue to pay fees to the teachers in any shape. Since the introduction of the stipendiary system, there has been a tendency on the part of the people to withhold payments of fees, stipends being regarded by them as a form of relief given to them by Government and the provision of daily food to the teacher being considered to be their sole or chief obligation. It may, therefore, safely be inferred that fee payments of all kinds, excepting free-will offerings, made to Abdhans on the occasions of the religious festivals known as Sripanchami and Ganesh Puja, and payments for private tuition and odd jobs, such as writing petitions and deeds, will be discontinued. I am humbly of opinion that the only measures needed for the present for preventing fees being exacted by teachers are the widest possible promulgation of the orders of Government in this matter, frequent and vigilant supervision by the inspecting staff which has now been sufficiently strengthened, and by the

members of the village panchayat whose co-operation might be enlisted and warning that violations thereof shall be visited with condign punishment such as suspension and dismissal. The enactment of special drastic regulations at the outset does not commend itself to my humble judgment.

13. *Paragraph 13 of the Circular.*—In this Division most of the aided schools have no source of income, except the fees and the grants, the bulk of the amounts shown in the returns under subscriptions, endowments and other sources representing the value of payments in kind and of presents made to the *gurus* on special occasions, though such payments have in most cases either been omitted or not shown in full. It is only in the schools maintained by Missionary bodies and by Rajas, Zamindars and other wealthy men that subscriptions are received in the shape of voluntary contributions. The number of such schools in the Division is only 347 at present (130 in the Orissa Division and 217 in the Orissa Tributary Mahals). When fees are abolished, the presents or payments in kind shown but partially under subscriptions, endowments and other sources will cease, and the only distinction between aided and managed institutions will therefore cease. With the exception of the aforesaid 347 schools which are in receipt of voluntary contributions, all the aided schools in the districts of Cuttack, Puri, Balasore and Sambalpur will be converted into Board schools, while all such institutions in the district of Angul and in the 17 old States included in the Orissa Tributary Mahals will be virtually transformed into Government schools, as distinguished from Board schools.

14. *Paragraph 14 of the Circular.*—The figures given therein as showing the number of aided schools of the classes under consideration and the amounts entered against them under the head of subscriptions, endowments and other sources regarding the Orissa Division for the year 1905-06 have been checked with the result that the amount entered under subscriptions in the statement is R15,295 and not R14,295, the difference of R1,000 being presumably due to an error in reckoning. The forecast called for is submitted in statement no. IV.

15. *Paragraph 15 of the Circular.*—As regards the proposal that books and other school requisites should be supplied for the use of children without charge, I beg respectfully to state that I am unable to give it my unqualified support. I am humbly of opinion that the common practice should be for the pupils to purchase the necessary school books and requisites, though I think that in all schools there should be a small stock of school requisites, including books, from which those who cannot afford to buy for themselves should be supplied. It may safely be left to the teachers and the village school Panchayat to determine what children should, on account of their poverty, be supplied from this source. I am aware that there are parents or guardians who would not buy the requisites, though they are well to do enough to be expected to buy them, but their number is gradually diminishing with the progress of the times, and the spirit of self-respect which should grow with the advance of education ought to teach them the advantages of purchasing the requisites out of their own resources. Besides, the imperative necessity that exists for improving the pay and position of teachers of Primary Schools, which is on all hands admitted to be extremely unsatisfactory, is in my humble opinion more than sufficient reason against the suggested outlay on books and other school requisites. Even after the *guru's* present emoluments which are comparatively insecure are guaranteed to him under the operation of the proposed scheme, his income would continue to be a mere pittance of over three annas a day, the lowest rate of wage for a common day-labourer of the lowest class obtaining in the present economical condition of Orissa. The estimates, called for in the paragraph under reference, of the probable cost of supplying books and other school materials have been prepared in accordance with the instructions therein laid down and are embodied in statement no. V.

16. Explanatory observations in respect of the accompanying statements are given in the following paragraphs:—

(*a*) Statement no. I shows the estimate of the cost of abolishing fees whether in money or in kind, in Middle Vernacular, Upper and Lower Primary schools. The expenditure from fees was R2,03,048 in 1905-06, and it rose to R2,14,286 in 1906-07. I have taken the figures for the latter year as the basis of my calculations. As already stated, these amounts do not represent the actual receipts from fees both in cash and kind. The correct amount for 1906-07 as shown in the statement above referred to is estimated at R3,32,896, which gives R2-10-6 as the average amount of fee per scholar in all the classes of schools under consideration, as against R1-11-6, the average amount of fee per scholar calculated on the basis of fee receipts shown in the returns for the same year—a fact which shows that the difference which is about one rupee represents the annual value of payments in kind and of presents by each scholar which has not hitherto been included in the returns. Regard being had to the general expansion of the primary school system now in progress, the compensation payable in 1908-09, the year in which it is proposed to give effect to the abolition of fees, has been calculated at R3,46,593, which I think will suffice for the scale of grants being so revised as a whole as to provide for adequate grants being paid to the schools under the contemplated free

primary education scheme. It may be noted that in aided middle vernacular schools in this division, the average monthly grant from public funds is R13 at present, while the average grant as now estimated comes to about R21. In an aided upper primary school, the present monthly grant from public funds is a little less than R7 per month, while according to the estimates now submitted, the average grant will come to R14, the grants for the different districts ranging from R12 to R16, and that for the Tributary Mahals being R6-8 nearly, exclusive of the aid received from the Chiefs. The monthly cost to the public funds of each lower primary school is over R1, while that according to the estimates is over R6. The statement includes the compensation payable to the District and Municipal Boards for the loss they will suffer in consequence of the abolition of fees in the schools under their direct management.

(*b*) Statement no. II gives a forecast of the additional cost of bringing unaided schools on to the aided list for the 5 years from 1909-10 to 1913-14. From the present condition of unaided schools, it is estimated that not more than 10 per cent. of the existing number will, as a result of the abolition of fees, come up every year to the requisite standard of efficiency so as to be deserving of aid. But it is more than probable that the abolition of fees in managed and aided schools will result in the closing of the great bulk of the unaided schools, unless they are all aided, at no very distant date, as it is only the school fees that constitute their sole support. If on the abolition of fees the unaided schools are not aided at once, irrespective of their efficiency, it is all but certain that on the introduction of the scheme the number of schools will suffer a remarkable decrease, notwithstanding an increase in the attendance. I need hardly observe that the fees returned in the respect of these unaided schools are not correct. The correct amount has been estimated in accordance with the procedure adopted in respect of aided schools. In calculating the estimated cost, grants have been provided at the present rates of aid to aided schools enhanced by an allowance equal to the value of fees in money and in kind paid in such schools. The statement shows that an additional expenditure rising from R20,719 in the first year to R1,02,331 in the last of the 5 years under reference will have to be incurred, so that 50 per cent. of the existing number of unaided schools may be brought on to the aided list.

(*c*) Statement no. III is a forecast of the additional cost for the 5 years, from 1909-10 to 1913-14, involved in the general expansion of primary education consequent on the abolition of fees under the proposed scheme. It is not expected that the abolition of fees will result at once in a very large accession of pupils, though having regard to the fact that there are some poor people who are deterred by the fees from sending their children to school and to the very reasonable presumption that a considerable proportion of people will be induced by the abolition to transfer their children from the primary departments of English schools to free vernacular institutions, a fair increase in the number of scholars in primary schools will result as a matter of course. This increase, together with the general expansion of the system, has been from the circumstances of the division estimated at 10 per cent. for the first year and at 5 per cent. over that of the year immediately preceding it for the remaining 4 years of the period under reference, while the total increase at the end of that period is more than one-third of the existing number. The statement shows that the additional number of pupils expected at the end of 1913-14 is 42,168, which is a little over one-third of the number (125,111) returned in 1906-07. This statement also gives a general forecast of the additional expenditure under this head for the 5 years under reference in all classes of schools under consideration. The total additional expenditure under this head for the 5 years has been estimated at R1,16,780, which is nearly one-third of the total compensation (R3,46,593) payable to all managed and aided schools on the introduction of the scheme. The above additional expenditure has been estimated according to the procedure already adopted in estimating the requisite compensation in Statement no. I.

(*d*) Statement no. IV gives a forecast of the cost involved in this conversion for the 5 years under consideration. The number of aided schools likely to be so converted is 4,453 in the first year, which, together with the unaided schools to be annually transferred to the aided list as shown in statement no. II, will rise to 5,466 at the end of the quinquennial period under reference. The additional compensation payable for the voluntary contributions likely to be discontinued is estimated at R6,421 in the first year and at R7,952 in the last year of the period, the total additional expenditure under this head as estimated amounting to R35,949 for the 5 years as shown in column 4. Column 5 of the statement shows charges on account of servants in middle vernacular schools only at R4 per mensem. The cost under this head amounts to R576 in the first year and to R768 in the last, the total estimated cost under this head amounting to R3,360 in 5 years. Column 6 shows the cost on account of prize and library allowances, including contingencies for middle vernacular and upper primary schools respectively at R30 and R18 each per annum. The estimated cost on this account is R5,670 in the first and R5,880 in the last year of the period under notice, the total cost for the whole period amounting to R28,902. Column 7 shows the charges on account of furniture, the rates being R30, R10 and R6 each respectively for a middle vernacular, an upper primary and a lower primary school, and the articles will be supplied once for all. The total cost on this account will amount to R34,700 in the 5 years under notice, inclusive of

R5,000 recently paid under this head out of the Imperial grant. The charges for maintenance of school-houses in respect of all schools likely to be so converted have been estimated at R25, R15 and R10 respectively for middle vernacular, upper primary and lower primary schools, and have been charged, as shown in column 8, from the second year in which it amounts to R48,750 to R56,400 in the fifth year. The cost of construction of buildings at R400, R300 and R200 respectively for each middle vernacular, upper primary and lower primary school comes to R11,26,400, inclusive of R82,305 already sanctioned for standard buildings for a number of primary schools. In the matter of school premises, good accommodation is no doubt a most pressing question, but I am afraid the cost is altogether prohibitive as it is to be borne entirely by Government, and if the requisite provision is to be undertaken at once, I am humbly of opinion that the cost should be distributed, not as has been done in the statement over the five years under consideration, but over a long series of years, say 10 or 15, and the village panchayats should be called upon to raise by subscriptions a moiety at least of the amount required in each case.

(*e*) Statement no. V gives a forecast of the cost of supplying books and other school requisites free of charge to pupils attending the classes of schools under consideration for the 5 years under notice. I had already expressed my opinion in regard to the policy of the suggested measure in paragraph 15 of this report. The statement shows the number of pupils expected in the different standards, and the estimated cost for each of the five years under consideration, the cost per pupil ranging from annas four in the Infant class to R2 in Standard VI. The annual cost for each standard has been estimated at these rates, regard being had to the present number of pupils and the expected increase and to the consideration that the same books are to be read in two standards. The total annual cost amounts to R98,700 in the first year and to R1,19,970 in the last year of the period under reference, the increase of pupils having been calculated at the rate of 10 per cent. over the present number for the first year and of 5 per cent. over that of the year immediately preceding it for each of the remaining four years. The average annual cost of books and other requisites per pupil in all classes of schools comes to nearly twelve annas.

17. In conclusion I beg leave to state that the delay that has occurred in submitting this report is mainly due to a want of clear understanding on the part of some of the local subordinate officers in regard to the requirements of your circular and to the consequent inaccuracy of their calculations.

STATEMENT I.

Estimate of the cost of abolition of the fees in managed and aided schools, as called for in paragraph 18 (a) of the Director of Public Instruction's Circular No. 38 of 4th March 1907.

Class of Schools.	Number of schools returned in 1906-1907.	Amount of fees returned in 1906-1907.	Fee receipts.			
			Correct amount paid in cash as now estimated.	Correct amount paid in kind as now estimated.	Total.	Total compensation required, probable increase in fee receipts in 1908-09 consequent on general expansion under the present system being also taken into account.
1	2	3	4(*a*)	4(*b*)	5	6
Middle Vernacular Schools for boys.		R	R	R	R	R
Managed by Government . . .	2	207	207	...	207	230
Managed by District or Municipal Board.	15	853	853	96	949	1,026
Total Managed Middle Vernacular Schools.	17	1,060	1,060	96	1,156	1,256
Aided by Government . . .	...	...	...	...	...	...
Aided by District or Municipal Board	17	1,005	1,076	470	1,546	1,700
Total Aided Middle Vernacular Schools	17	1,005	1,076	470	1,546	1,700
Managed or aided by Native States .	4	46	51	...	51	60
Total for Middle Vernacular Schools	38	2,111	2,187	566	2,753	3,016
Upper Primary Schools.						
Managed by Government . . .	15	562*	574	...	574	1,260
Managed by District or Municipal Board.	96	1,950	1,950	487	2,437	2,680
Total Managed Upper Primary Schools	111	2,512	2,521	487	3,011	3,940
Aided by Government . . .	128	3,472	4,196	3,732	7,928	8,730
Aided by District or Municipal Board	206	13,200	14,068	9,293	23,364	25,700
Total Aided Upper Primary Schools	334	16,672	18,264	13,028	31,292	34,430
Managed or aided by Native States .	2	83	83	50	133	150
Total for Upper Primary Schools .	447	19,267	20,871	13,565	34,436	38,520
Lower Primary Schools.						
Managed by Government . . .	...	...	...	...	...	...
Managed by District or Municipal Board.	5	123	124	...	124	124
Total Managed Lower Primary Schools	5	123	124	...	124	124
Aided by Government . . .	738	26,698	12,451	25,625	38,076	42,053
Aided by District or Municipal Board	3,448	1,49,145	1,33,316	97,009	2,30,325	2,30,350
Total Aided Lower Primary Schools .	4,186	1,75,843	1,45,767	1,22,634	2,68,401	2,72,403
Managed or aided by Native States .	387	14,529	5,302	16,013	21,315	25,542
Total for Lower Primary Schools .	4,578	1,90,495	1,51,193	1,38,647	2,89,840	2,98,069
Total for Boys' Schools .	5,063	2,11,873	1,74,251	1,52,778	3,27,029	3,39,605

* Includes fees collected in Upper Primary Schools attached to Guru Training Schools.

Class of Schools.	Number of schools returned in 1906-1907.	Amount of fees returned in 1906-1907.	Fee receipts. Correct amount paid in cash as now estimated.	Correct amount paid in kind as now estimated.	Total.	Total compensation required, probable increase in fee receipts in 1908-09 consequent on general expansion under the present system being also taken into account.
1	2	3	4(a)	4(b)	5	6
Middle Vernacular Schools for Girls.		R	R	R	R	R
Managed by Government	...	...	...	...	...	...
Managed by District or Municipal Board.	...	...	...	...	...	...
Total Managed Middle Vernacular Schools.	...	...	...	...	...	...
Aided by Government	4	190	190	...	190	200
Adied by District or Municipal Board	...	...	...	...	...	...
Total Aided Middle Vernacular Schools	4	190	190	...	190	200
Managed or aided by Native States	...	...	...	...	...	...
Total for Middle Vernacular Schools	4	190	190	...	190	200
Upper Primary Schools.						
Managed by Government	6	...	...	...	...	...
Managed by District or Municipal Board.	...	...	...	...	...	...
Total Managed Upper Primary Schools	6	...	...	...	...	...
Aided by Government	12	61	61	5	66	108
Aided by District or Municipal Board	2	28	100	12	112	120
Total Aided Upper Primary Schools	14	89	161	17	178	228
Managed or aided by Native States	...	...	...	...	...	...
Total for Upper Primary Schools	20	89	161	17	178	228
Lower Primary Schools.						
Managed by Government	...	...	...	...	...	...
Managed by District or Municipal Board.	...	...	...	...	...	...
Total Managed Lower Primary Schools	...	...	...	...	...	...
Aided by Government	97	236	198	986	1,184	1,620
Aided by District or Municipal Board	148	1,868	1,978	1,838	3,816	4,440
Total aided Lower Primary Schools	245	2,104	2,176	2,824	5,000	6,060
Managed or aided by Native States	10	30	92	407	499	500
Total for Lower Primary Schools	255	2,134	2,268	3,231	5,499	6,560
Total for Girls' Schools	279	2,413	2,619	3,248	5,867	6,988
Grand Total for Boys' and Girls' Schools.	5,342	2,14,286	1,76,870	1,56,026	3,32,896	3,46,593

STATEMENT II.

Forecast of the additional cost of bringing unaided schools on to the aided list as in paragraph 18 (c) of the Director of Public Instruction's Circular no. 38 of 4th March 1907.

CLASS OF SCHOOLS (BOYS AND GIRLS).	Number of unaided schools in— (a) 1906-07. (b) 1909-10. (c) 1910-11. (d) 1911-12. (e) 1912-13.	Number of schools likely to be aided, the approximate number being represented by 10 per cent. or less of the existing number.	Amount of grant to be paid at the present rate to the aided schools.	Amount of allowance equal to fees charged in aided schools (in cash, kind, etc.).	Total amount to be paid (i.e., total of columns 4 and 5).
1	2	3	4	5	6
(a) 1909-10.			R	R	R
Middle Vernacular Schools .	3	1	156	100	256
Upper Primary ditto .	13	2	168	207	375
Lower ditto ditto .	2,509	251	4,025	16,063	20,088
Total .	2,525	254	4,349	16,370	20,719
(b) 1910-11.					
Middle Vernacular Schools .	2	1	312	200	512
Upper Primary ditto .	11	1	252	310	562
Lower ditto ditto .	2,258	251	8,050	32,126	40,176
Total .	2,271	253	8,614	32,636	41,250
(c) 1911-12.					
Middle Vernacular Schools .	1	1	468	300	768
Upper Primary ditto .	10	1	336	413	749
Lower ditto ditto .	2,007	251	12,075	48,189	60,264
Total .	2,018	253	12,879	48,902	61,781
(d) 1912-13.					
Middle Vernacular Schools .	...	...	468	300	768
Upper Primary ditto .	9	1	420	516	936
Lower ditto ditto .	1,756	251	16,100	64,252	80,352
Total .	1,765	252	16,988	65,068	80,056
(e) 1913-14.					
Middle Vernacular Schools .	...	...	468	300	768
Upper Primary ditto .	8	1	504	619	1,123
Lower ditto ditto .	1,505	251	20,125	80,315	1,00,440
Total .	1,513	252	21,097	81,234	1,02,331
Grand total for five years .	10,092	1,264	63,927	2,44,210	3,08,137

STATEMENT III.

Forecast of the cost involved in the general expansion of Primary Education owing to the abolition of fees as in paragraph 18 (d) of the Director of Public Instruction's Circular no. 38 of the 4th March 1907.

Class of schools (i.e., Middle Vernacular, Upper and Lower Primary for both boys and girls) both managed and aided.	Number of pupils in 1906-07.	ADDITIONAL NUMBER OF PUPILS EXPECTED IN— 1909-10 at 10 per cent. of number in 1906-07.	1910-11 at 5 per cent. over 1909-10.	1911-12 at 5 per cent. over 1910-11.	1912-13 at 5 per cent. over 1911-12.	1913-14 at 5 per cent. over 1912-13.	Total of columns 3, 4, 5, 6 and 7	ADDITIONAL COMPENSATION TO BE PAID IN— 1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	Total compensation for the 5 years (i.e., total of columns 9, 10, 11, 12 and 13).
1	2	3	4	5	6	7	8	9	10	11	12	13	14
								R	R	R	R	R	R
Middle Vernacular.	2,750	275	151	159	167	175	927	321	176	185	194	203	1,079
Upper Primary .	24,014	2,401	1,321	1,387	1,456	1,529	8,094	3,874	2,146	2,253	2,365	2,483	13,121
Lower ditto .	98,347	9,835	5,409	5,679	5,963	6,261	33,147	30,462	16,734	17,569	18,447	19,368	1,02,580
Total .	125,111	12,511	6,881	7,225	7,586	7,965	42,168	34,657	19,056	20,007	21,006	22,054	1,16,780

STATEMENT IV.

Forecast of the additional cost of conversion of Aided Schools into public managed schools as in paragraph 18 (e) of the Director of Public Instruction's Circular no. 38 of the 4th March 1907.

Class of Schools (Boys and Girls).	Number of aided schools, including those newly aided as shown in Statement II.	Number of schools likely to be converted excluding schools supported by Missionary bodies and wealthy gentlemen.	Additional cost on account of— Compensation for subscription likely to be discontinued.	Servants for Middle Schools only.	Prizes, Library allowances including contingencies for Middle and Upper Primary Schools.	Furniture for all classes of schools.	Maintenance of school houses at R25 for Middle, R15 for Upper Primary and R10 for Lower Primary.	Construction of new school houses at R400, R300 and R200 for Middle, Upper Primary and Lower Primary Schools, respectively.	Grand Total.	Remarks.
1	2	3	4	5	6	7	8	9	10	11
			R	R	R	R	R	R	R	
Forecast for the year 1909-10.										
Middle Vernacular Schools	21	12	1,402	576	360	600	...	...	2,938	
Upper Primary ditto	348	295	2,215	...	5,310	2,950	...	...	10,475	
Lower ditto ditto	4,431	4,146	2,804	...	...	24,876	...	...	27,680	
Total	4,800	4,453	6,421	576	5,670	28,426	...	...	41,093	The forecast for each succeeding year includes the recurring charges for the preceding year.
Forecast for the year 1910-11.										
Middle Vernacular Schools	10	1	1,519	624	390	50	325	1,600	4,508	
Upper Primary ditto	55	2	2,238	...	5,246	20	4,455	22,500	34,559	
Lower ditto ditto	536	251	3,055	...	...	1,506	43,970	2,57,500	3,06,031	
Total	601	254	6,812	624	5,736	1,576	48,750	2,81,600	3,45,098	
Forecast for the year 1911-12.										
Middle Vernacular Schools	10	1	1,636	672	420	50	350	1,600	4,728	
Upper Primary ditto	54	1	2,250	...	5,364	10	4,470	22,500	34,594	
Lower ditto ditto	536	251	3,306	...	...	1,506	46,480	2,57,500	3,08,792	
Total	600	253	7,192	672	5,784	1,566	51,300	2,81,600	3,48,114	
Forecast for the year 1912-13.										
Middle Vernacular Schools	19	1	1,753	720	450	50	375	1,600	4,948	
Upper Primary ditto	54	1	2,262	...	5,382	10	4,485	22,500	34,639	
Lower ditto ditto	536	251	3,557	...	...	1,506	48,990	2,57,500	3,11,553	
Total	600	253	7,572	720	5,832	1,566	53,850	2,81,600	3,51,140	
Forecast for the year 1913-14.										
Middle Vernacular Schools	10	1	1,870	768	480	50	400	1,600	5,168	
Upper Primary ditto	54	1	2,274	...	5,400	10	4,500	22,500	34,684	
Lower ditto ditto	536	251	3,808	...	...	1,506	51,500	2,57,500	3,14,314	
Total	600	253	7,952	768	5,880	1,566	56,400	2,81,600	3,54,166	
Grand Total for the five years.	...	5,466	35,949	3,360	28,902	34,700 (a)	2,10,300	11,26,400 (b)	14,39,611	

(a) R5,000 has already been paid by Government under the head of "Furniture."

(b) R82,305 ditto ditto ditto "Buildings."

STATEMENT V.

Forecast of the cost of supplying books and other school requisites free of charge as in paragraph 18 (f) of the Director of Public Instruction's Circular no. 38 of the 4th March 1907.

—	In 1906-07.	Annual cost of books, etc., per pupil.	In 1909-10.		In 1910-11.		In 1911-12.		In 1912-13.		In 1913-14.		Remarks.
	Number of pupils in the different stages.		Total approximate number of pupils expected.	Estimated cost of books, etc.	Total approximate number of pupils expected.	Estimated cost of books, etc.	Total approximate number of pupils expected.	Estimated cost of books, etc.	Total approximate number of pupils expected.	Estimated cost of books, etc.	Total approximate number of pupils expected.	Estimated cost of books, etc.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14
		R a.		R		R		R		R		R	
Standards V and VI .	526	2 0	579	1,158	608	1,216	638	1,276	670	1,340	704	1,408	
Standards III and IV	5,045	1 8	5,549	8,323	5,826	8,739	6,116	9,174	6,422	9,633	6,744	10,116	
Standards I and II .	68,301	1 0	75,130	75,130	78,886	78,886	82,830	82,830	86,971	86,971	91,319	91,319	
Infant classes . .	51,239	0 4	56,358	14,089	59,176	14,794	62,135	15,534	65,241	16,310	68,504	17,127	
Total .	125,111	...	137,616	98,700	144,496	1,03,635	151,719	1,08,814	159,304	1,14,254	167,271	1,19,970	

MADHUSUDAN RAO,

Offg. Inspector of Schools, Orissa Division.

From PANDIT BALADEVA RAMA JHA, B.A., Offg. Inspector of Schools, Bhagalpur Division, to the Director of Public Instruction, Bengal, no. 3343, dated the 23rd August 1907.

I have the honour to acknowledge the receipt of your Circular no. 38, dated the 4th March 1907, forwarding a copy of letter no. 883, dated the 22nd November 1906, from the Government of India, concerning the proposal to abolish fees in Primary schools. I also beg to acknowledge the receipt of your Circular no. 86, dated the 12th April 1907, forwarding copy of your letter no. 7212, dated the 12th April 1907, respecting the question raised by the Inspector of Schools, Chota Nagpur Division, in his letter no. 1029, dated the 26th March 1907, with reference to the construction and maintenance of school houses.

2. I must premise with explaining the delay in the submission of this report. It was due to the time that the Deputy Inspectors and District Officers took in offering their opinions. I have not yet received the opinion of the District Magistrate of Monghyr, who in his letter no. 152-L.E., dated the 9th instant, says that the matter is awaiting the consideration of the District Board on the 31st instant. But as I have already received from you two reminders noted in the margin, I am afraid I cannot wait for it any longer. It will be transmitted when received with my views thereon, if necessary. It is needless to add that reminders were issued by this office from time to time.

1. No. 8950, dated the 7th May 1907.
2. No. 12005, dated the 1st July 1907.

3. I shall in the first instance give the facts and figures required with necessary comments and suggestions; and then, as most of the District Officers have offered their opinions on the policy of abolishing fees, and as it appears from paragraph 17 of the Government of India's letter that a discussion of the matter on merits and of any important point connected therewith is not precluded, I shall deal with the merits of the policy, placing before you the views of the District Officers and my own.

4. *I.—The scope of the measure.—Paragraph 6 of the Government of India's letter (a) and (c).*—There is a consensus of opinion that the primary departments that are, by their curriculum, distinguished from the ordinary Vernacular schools, and are preparatory to the secondary school course, should be reckoned as part of the secondary school system, and fees should be charged in them as at present. But opinions differ as to the abolition of fees in those public Vernacular schools which have seven standards or less above the Infant class, and which are under the management of Government, Municipal, or Local bodies, or are in receipt of grants-in-aid. The District Magistrate of Bhagalpur, Mr. Lyall, is of opinion "if any scheme of free education is decided on, I would urge that at first it should be confined to Lower Primary schools, that the amount of tuition granted should be confined to the most elementary reading, writing and arithmetic." The other District Officers, it would seem, would have no free education at all in the way proposed by the Government of India.

5. I and my Assistant and Deputy Inspectors are, however, of opinion that the scope of the measure should cover the Middle Vernacular, Upper Primary and Lower Primary schools, as proposed by the Government of India. The reasons for this conclusion arrived at by me, after a great deal of consideration, will be given in the concluding portion of the report, where the merits of the policy intended to be followed by the Government of India in connection with the question of the abolition of fees in all Primary schools, which are either under public management or are in receipt of grants from public funds, will be discussed. The application of the principle enunciated by the Government of India should not present special difficulties in this part of the country.

6. I would further propose in this connection that the present system of teaching English as a second language in some of the Middle Vernacular schools at important rural centres be continued in such a way that it may preserve their integrity as Vernacular institutions, and keep them quite distinct from Middle English schools with a differentiated curriculum. My reasons for making this recommendation are:—

(1) That there is no gainsaying the fact that Middle Vernacular schools teaching vernacular subjects only have not been able to fully hold their ground.

(2) That the tendency everywhere has for some time past been to convert Middle Vernacular schools into Middle English institutions, or to attach teachers of English to Middle Vernacular schools.

(3) That the choice as to the kind of school to be established at important rural centres is determined by the few people of the comparatively higher classes, and not by the masses who are not at present in a position to make their wants known and felt.

(4) That these few people are in a position to pay schooling fees for the education of their sons or wards, and are therefore likely to try, in their own interest, to have Middle English schools, with the contemplated differentiated course, in their villages, to prepare them (their sons and wards) for Secondary schools without any regard for the primary education of the masses not in a position to pay for the primary education of their children.

(5) That the teaching of English in Middle Vernacular schools, as a second language, will satisfy these few people of the higher classes, and will thus keep up the existing Middle Vernacular schools at important rural centres

for the free primary education of the masses, and check the tendency of their conversion into Middle English schools with a differentiated course.

(6) That the present Middle English schools are practically Middle Vernacular schools, attended by exactly the same classes of students as those in Middle Vernacular schools, the majority of whom read vernacular subjects only. These boys will be deprived of all educational advantages if these schools become Middle English schools with the contemplated differentiated course.

(7) That in the interest of the masses, and with a view to carry out the aims and objects of the Government of India, it is desirable to have as many Middle Vernacular schools (which form an integral part of the machinery for the primary education of the masses through the medium of vernacular) at important rural centres as possible, and to provide the necessary safeguards to check the tendency towards their conversion into Middle English institutions. When the scheme at present under discussion comes into force, the replacement of a Middle Vernacular school by a Middle English institution, with a differentiated course, will mean the depriving of a large number of pupils not able to pay for their education of educational advantages which the Government of India contemplates that they should have free of charge.

(8) That a thorough knowledge of vernacular with even a smattering of English is in a large number of cases very helpful in enabling people of rural tracts, who have no lands of their own, to earn their livelihood.

7. I hope I have been able to make my meaning fairly clear. There should be no difficulties in the way. In Madras, the teaching of English is already permitted to find a place in all Primary schools, under the 26th paragraph of the Resolution of the Government of India, dated the 11th March 1904. It appears, however, to me to be expedient that this concession should be allowed here to Middle Vernacular schools only. The system of Anglo-Vernacular education proper should be confined to very important localities only.

8. *Paragraph 7 of the letter of the Government of India, from the beginning of that paragraph down to the words "should be recognised."*—I am of opinion that all aided schools, which may be included in the scope of the measure, should be required to abolish fees as a necessary condition of their receiving any grant-in-aid at all. I do not, however, think that "a corresponding increase," by which I understand an increase amounting to what is now realized as fees in cash or kind, ought to be at the same time made in the amount of the grant-in-aid. I object to this on the following grounds:—

To ascertain the amount of this "corresponding increase," it will be necessary to estimate the teacher's actual emoluments in cash and kind. There has all along been a tendency on the part of the teachers of the present Primary schools to over-estimate their income from fees; and this tendency has become the more pronounced now as they have come to know that compensation for the loss of fees is under contemplation.

9. More reliable and practicable data for the determination of compensation seem to me to be sound in the prices-currents of food-grains and the market value of the teacher's work. These will furnish the amount of what should be paid to the teacher of the lowest capacity employed in the lowest class of schools. In order to differentiate the teachers of the various grades we require, we shall have only to add to this what we consider to be a proper remuneration of the teachers of higher capacity and educational qualifications. According to what has been said above, I should think that R8 a month is sufficient for a teacher's maintenance in any district of this Division; and to this I would add R2, R4, R6 and R12 according as the teacher is Lower Primary, Upper Primary, Middle Vernacular or a Final Training school certificate-holder.

10. I am therefore of opinion that the scale of grants to managers of aided schools should be revised by a calculation arrived at on the principle just enunciated, making due allowance for other necessary charges. The principle that I advocate will remove the accidents from which primary education suffers at present, namely, the accident of an inefficient teacher in a prosperous village earning a larger sum than an efficient teacher in a backward village earning a smaller sum. I would further propose that there should not be more than one school where there are less than 40 students, and that there should be one school where there are at least 10 students. If this recommendation is accepted, the equalization in the emoluments of the teachers suggested above will remove the evils of over-competition in prosperous villages and provide schools where there are no schools at present.

11. As regards the question whether it is advisable in any exceptional case to permit fees to be charged without the forfeiture of the grant-in-aid, I beg to state that I know one school only of this kind in this Division. It is the infant school at Bhatta in Purnea. The school is in receipt of a grant of R7 from the Purnea Municipality; its income from fees in 1906-07 was R481, and from subscriptions and other sources R96. Its total expenditure was R677. The school is attended by the boys of the Bengali residents of Bhatta. It teaches up to Standard IV, and is ostensibly an Upper Primary school, but really it is, so far as the Deputy Inspector understands, intended for the benefit of those boys who are too young to attend the local Zilla school. The classes correspond to those of the Zilla school. English is taught here with your special

sanction, and boys who have read here up to the end of Standard IV are admitted into Standard V of the Zilla school. The parents of the boys attending it are generally in good circumstances. The aid from public funds is about th of the total expenditure. To meet the remaining $\frac{6}{7}$ ths from public funds is impossible without doing serious injustice to other schools. In such special and anomalous cases levy of fees may be permitted without the forfeiture of the grant-in-aid.

12. *Paragraph 7 of the letter of the Government of India from the words "In the adjustment of grant-in-aid" to the end.*—It is true, as suggested in paragraph 31, Chapter VI of the Report of the Director of Public Instruction, Bengal, for the years 1897-98 to 1901-02, that the fees returned by school authorities, as paid in cash, are unreliable. I am required to estimate the correct amounts. It have taken the greatest possible pains in this matter. I have had careful inquiries instituted in each district to ascertain the correct amount of fees paid in cash. I have also had, as required in paragraph 17 of your Circular no. 38, dated the 4th March 1907, definite inquiries made in respect of a typical area in each district of this Division.

The following table gives the estimate of the fees received in cash :—

TABLE I.

Class of Schools.	The estimated amount of fees received in cash annually.
	R
Middle Vernacular	4,153
Upper Primary	22,133
Lower "	1,05,487
Total	1,31,773

It is indeed the fact, as stated in the 6th paragraph of your Circular of the 4th March 1907, that the value of the receipts in kind has not hitherto been calculated or entered in the returns, in the sense that they are not shown there under the head of "Fees." I know, and have reason to believe, that the payments in kind are received in the Upper and particularly in the Lower Primary schools, but not in Middle Vernacular schools. The amounts shown in our returns as "subscriptions" and "endowments" against the Upper Primary and Lower Primary schools represent mostly these payments only. In this view I am supported by my Deputy Inspectors of Schools.

The following table gives an estimate of the receipts in kind :—

TABLE II.

Class of Schools.	The estimated amount of fees received in kind annually.
	R
Middle Vernacular	...
Upper Primary	32,027
Lower "	1,02,046
Total	1,34,073

It will thus appear that R1,31,773 (*vide* Table I) and R1,34,073 (*vide* Table II) represent the total fees received in all shapes, *i.e.*, R2,65,846 altogether.

14. This estimate would have been much higher if the Division had only the ordinary kind of districts. The districts of the Sonthal Parganas and Monghyr are the homes of a number of aboriginal races as Sonthals, Paharis, Bhils and Mahulis, who, in the majority of cases, are either unwilling to pay to the teachers of their children anything in cash or kind, or are not in a position to increase in any way the emoluments of such teachers from public funds by any contribution of their own. In the Darjeeling Hills, it is inferred from what has been reported by the Deputy Inspectors of Schools, Darjeeling, that the Primary schools established in the tract for the education of the children of Nepalese, Lepchas and Bhutias are at present almost supported by the amounts paid as stipends and remuneration to the *gurus*.

15. *Paragraph 8 of the letter of the Government of India.*—The cases of remission of fees obtaining in this Division are those sanctioned under the rules on the subject at present in force. These rules are observed in all the schools covered by the scheme, except the present Primary schools. In the present Middle Vernacular schools they obtain to the fullest extent. In Primary schools, the remission of fees depends upon a number of local circumstances. Girls' schools under public management in the Division usually charge no fees. There are provisions made by the Department and the Mission for reducing or remitting, to a very great extent, fees for children of aboriginal and backward races.

16. *Paragraph 9 of the letter of the Government of India.*—The figures shown in paragraph 8 of your letter under reference against the Bhagalpur Division are verified

with the returns of this Division under both the heads of the aided and unaided schools. Considering the figures in the light of the remarks contained in paragraph 6 of your circular under reference, I must add that these items excluded the fees in kind, most of which were shown under the heads of "Subscriptions" and "Endowments." With regard to the schools managed by public bodies and aided schools, R43,202 was returned in 1905-06 under the head of "Subscriptions and Endowments" (R559 in schools under public management, and R42,643 in aided schools). This sum of R43,202 cannot be regarded as correct, for, while the teachers over-estimate their income in cash to earn larger deferred remunerations, they under-estimate the subscriptions and endowments (their income in kind) which do not enter into the calculation for deferred allowances. I have reason to believe that their income from this source in 1905-06 is returned at least R80,000 short of the real amount. I would therefore estimate the total receipts in fees and kind received by the teachers to be not less than R1,23,202 in kind and R90,643 only in cash, altogether R2,13,845. With regard to the unaided schools, the figures given under this head in your circular are correct, so far as the income in cash goes. But we have to add to this the figures shown in our returns under the head of "Subscriptions and Endowments," which, as stated above, are really fees in kind. This was returned at R9,909. Thus the total income of the unaided schools in 1905-06 was R24,049. I have no reason to believe the figures of unaided schools to be unreliable, for here the motive to over-estimate or under-estimate is absent, since these schools do not receive any aid.

17. *Paragraph 10 of the letter of the Government of India.*—The facts are as stated by you in the 9th paragraph of your letter under reference. I should think that I am not required to add anything to it.

18. *Paragraph 11 of the letter of the Government of India.*—The abolition of fees in aided schools will make it absolutely impossible for unaided schools desirous of keeping up their existence to charge fees, and the result will be that they will exert their best in almost all cases to be brought on to the aided list. This I should think will be a distinct public gain, for conversion from an unaided school to an aided institution marks ordinarily improvement in the efficiency of the school, and is a guarantee of its imparting the proper kind of education. It will therefore indeed be desirable to give the unaided schools the option of coming on to the list of aided schools and receiving aid at the full rates, subject to the usual conditions. The forecast as to how many unaided schools a year will have to be taken on to the aided list, as a result of the abolition of the fees in Upper and Lower Primary and Middle Vernacular schools, and what this will cost a year during the period of five years from 1909-10 to 1913-14 inclusive, is given below. The cost has been estimated at the present rates of aid, enhanced by an allowance equal to the fees charged (*a*) in aided schools, as suggested by the Government of India; and (*b*) in unaided schools, as seems to have been contemplated by you. I should consider the latter to be the proper compensation in the case of the present Primary schools, as the fees in unaided schools of this class are always less than in aided schools; and an unaided school has no right to expect more than what it gets now. The case of the present unaided Middle Vernacular schools, kept up by one or more well-to-do persons, is different. In these the income from fees is generally very low, and in some cases merely nominal. Owing to the very small number of such schools in the Division, they may be neglected in this connection.

TABLE IIIA.

Forecast showing the number of unaided schools likely to be taken, a year, on the aided list, and the cost of it during the five years 1909-10 to 1913-14, calculated at the present rates of aid enhanced by an allowance equal to the fees charged in aided schools.

CLASS OF SCHOOLS.	Estimated number of unaided schools that will be taken on the aided list.					Estimated cost of taking the unaided schools on the aided list.	
	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	1909-10.	1910-11.
1	2	3	4	5	6	7	8
						R	R
Middle Vernacular	8	2	2	2	2	2,880	2,880+720=3,600
Upper Primary	10	5	5	5	5	1,800	1,800+900=2,700
Lower ,,	500	50	50	50	50	48,000	48,000+4,800=52,800
Total	518	57	57	57	57	52,680	59,100

Forecast showing the number of unaided schools likely to be taken, a year, on the aided list and the cost of it during the five years 1909-10 to 1913-14, calculated at the present rates of aid enhanced by an allowance equal to the fees charged in aided schools—contd.

Class of Schools.	Estimated cost of taking the unaided schools on the aided list.		
	1911-12.	1912-13.	1913-14.
1	9	10	11
	R	R	R
Middle Vernacular . . .	3,600+720=4,320	4,320+720=5,040	5,040+720=5,760
Upper Primary . . .	2,700+900=3,600	3,600+900=4,500	4,500+900=5,400
Lower " . . .	52,800+4,800=57,600	57,600+4,800=62,400	62,400+4,800=67,200
Total .	65,520	71,940	78,360

TABLE IIIB.

Forecast showing the number of unaided schools likely to be taken, a year, on the aided list and the cost of it during the five years 1909-10 to 1913-14, calculated at the present rates of aid enhanced by an allowance equal to the fees charged in unaided schools.

Class of Schools.	Estimated number of unaided schools that will be taken on the aided list.					Estimated cost of taking the unaided schools on the aided list.	
	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	1909-10.	1910-11.
1	2	3	4	5	6	7	8
						R	R
Middle Vernacular .	8	2	2	2	2	2,400	2,400+600=3,000
Upper Primary . .	10	5	5	5	5	1,440	1,440+720=2,160
Lower " . .	500	50	50	50	50	36,000	36,000+3,600=39,600
Total .	518	57	57	57	57	39,840	44,760

Class of Schools.	Estimated cost of taking the unaided schools on the aided list.		
	1911-12.	1912-13.	1913-14.
1	9	10	11
	R	R	R
Middle Vernacular .	3,000+600=3,600	3,600+600=4,200	4,200+600=4,800
Upper Primary . .	2,160+720=2,880	2,880+720=3,600	3,600+720=4,320
Lower " . .	39,600+3,600=43,200	43,200+3,600=46,800	46,800+3,600=50,400
Total .	49,680	54,600	59,520

19. It may be noted here that the calculations in the preceding paragraphs relate only to the immediate financial effect of remitting the fees of those pupils who are now at school or who are being attracted to school by the expansion of the primary school system now in progress.

20. I may add here that these estimates are not entirely based upon the estimates furnished me by the Deputy Inspectors. I found their estimates drawn upon principles that I cannot regard as sound and on anticipations that I do not think can possibly be realized. I have therefore had to curtail them considerably in the light of my own experience as well as of the statistics of the last two or three quinquenniums. It will appear that I have provided for the inclusion of a very large number of unaided schools in the aided list in the year 1909-10, *i.e.*, the first year of the operation of the scheme

and for a comparatively very small number of such schools in succeeding years. The number of unaided schools estimated to be brought on the aided list in the first year represents mostly all the unaided schools now in existence; and as they are all more or less similarly circumstanced, I do not see on what principle some of them can be taken on the aided list and others left out for inclusion in the succeeding years. Even if any principle for such differential treatment of these schools be discovered, I doubt very much if those left out for future inclusion will survive the exclusion. The number of unaided schools estimated to be in the aided list in the next four years is very small, for these mostly represent the annual increase in their strength, due to the actual expansion of the primary school system now in force; and I fear this growth will hereafter be small indeed, for the tendency of the primary system now at work is towards consolidation, and not numerical expansion: and this tendency will be the greater under the new system of State direct management of primary schools.

21. *Paragraph 12 of the letter of the Government of India.*—There are very few children now educated at home by poorly paid teachers who do not already receive an aid from a public fund. I do not therefore expect any appreciable accession to our schools from this class of children. Nor will any addition to the number of children in primary schools be made by the transfer of children from secondary schools, merely by the abolition of fees in the former and their retention in the latter, for those who read in a secondary school are generally well able to pay fees, and the abolition of fees in primary schools will have no inducement to them to migrate from the former to the latter, for their choice of schools is determined by other consideration than fees, namely, efficiency of teaching, their educational aims, situation of schools or other conveniences. But some accession is likely to accrue to primary schools by the differentiation of the course in the primary schools from that in the secondary schools, for students in the latter, who have no wish to continue their studies higher than the primary departments of those schools, will withdraw themselves in favour of the primary schools. It is indeed true that the chief or only reason why the bulk of the population do not at present send their children to school is not the difficulty of finding the fee: they neglect to do so from the hereditary customs, or because attendance at school is thought likely to prevent a boy from following his hereditary occupation. So far as this is the case, any increase in our schools from this class of students in spite of the abolition of fees is a matter of time, and cannot be expected within the next five or six years. The abolition of fees will not attract to our schools the boys who are unable to attend school, because of their pre-occupations in the workshop or field, until the new scheme of rural schools, which make special provision for their teaching at seasons and times convenient to them, comes into full operation, and until it is recognised that elementary education makes one a more efficient artizan or an agriculturist. I therefore fully endorse the opinion of the Government of India that, while the abolition of fees will remove one of the obstacles to the wide spread of primary education, it cannot be expected to result at once, or in the next five or six years, in any appreciable increase in the number of children at school. This will indeed be the result, but it will come about only by slow degrees, and other causes will contribute to produce it. There remains thus the only case of those who are deterred by the levy of fees alone from joining a school or by their inability to obtain, or unwillingness to apply for remission of fees. The abolition of fees will certainly result in some increase to our schools from this source. A forecast of the increase and of the cost of providing for their education is given below:—

TABLE IV.

Forecast of the cost involved by the general expansion of education in Upper and Lower Primary and Middle Vernacular schools owing to the abolition of fees.

CLASS OF SCHOOLS.	Numbers of students likely to join.					Estimated annual cost of educating the students.	
	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	1909-10.	1910-11.
1	2	3	4	5	6	7	8
						R	R
Middle Vernacular	200	150	150	150	150	600	600+ 450=1,050
Upper Primary	500	300	300	300	300	1,125	1,125+ 675=1,800
Lower "	2,000	1,500	1,500	1,500	1,500	3,000	3,000+2,250=5,250
Total	2,700	1,950	1,950	1,950	1,950	4,725	8,100

Forecast of the cost involved by the general expansion of education in Upper and Lower Primary and Middle Vernacular schools owing to the abolition of fees—contd.

CLASS OF SCHOOLS.	Estimated annual cost of educating the students.		
	1911-12.	1912-13.	1913-14.
1	9	10	11
	R	R	R
Middle Vernacular	1,050+ 450=1,500	1,500+450=1,950	1,950+450=2,400
Upper Primary	1,800+ 675=2,475	2,475+675=3,150	3,150+675=3,825
Lower „	5,250+2,250=7,500	7,500+2,250=9,750	9,750+2,250=12,000
Total	11,475	14.850	18,225

22. *Paragraph 13 of the letter of the Government of India.*—So far as the regular levy of fees is concerned, it will naturally cease as soon as the scheme comes into operation, and no means will be necessary to prevent the levy of such fees. Already the people refuse to pay fees to teachers who receive aid of any kind from a public fund. They will, therefore, it may safely be surmised, not be willing to pay fees to those teachers when they come to know that Government has compensated them for the abolition of fees. But so far as occasional payments made to the teachers on religious and festive occasions, and his being invited to feasts by the villagers at special times, are concerned, it will be impossible to devise any means to prevent them, for it is both a religious merit and a social duty in India to render such help to the teacher. For instance, there is the Sanechara (the Saturday offering to Ganesh, the God of Learning), the Chowkchanda (annual), another religious offering, both of which prevail in the country from time immemorial and have dear associations connected with them for the teachers, boys and their guardians. These cannot be interdicted. Any attempt made, I should think, is bound to fail. Again the village teacher receives presents at every feast and sacrament in the family—the investiture with the sacred thread, the tonsure, the nuptials, the funeral. These too cannot be prohibited. What is needed is to prevent the levy of regular fees. This will, as I have said above, automatically cease, for it is not natural that people will willingly submit to exactions of fees when they know that it is illegal. What will therefore be needed will be to provide rules for the punishment of exaction of fees.

23. I should think that the general principle applies in this case, that no regulation can in the long run prove effective, unless it falls in with the popular feeling. It seems to me that the forfeiture of public aid will be the most suitable means, for many years to come, to punish such exactions. The time may come when it should be made a criminal offence, but I cannot advise it at present, for it will operate prejudiciously to education. I have every reason to believe that the benefit of the abolition of fees will reach the people for whom it is intended.

24. *Paragraph 14 of the letter of the Government of India.*—There are properly speaking no subscriptions and donations in about 99 per cent. of the Upper Primary and Lower Primary schools. The excepted one per cent. represents the schools maintained by Rajas and Zamindars and Missionary bodies, and in this case these contributions will be continued even if the fees are abolished. So this item, so far as Upper Primary and Lower Primary schools go, may safely be considered a negligible factor. No forecast therefore appears to be necessary regarding the subscriptions and endowments in Upper Primary and Lower Primary schools. But in the case of the Middle Vernacular schools the fees and endowments form a considerable portion of the school income. Roughly speaking, five per cent. of the present income from this source can only be depended upon to be continued on the abolition of fees. This excepted five per cent. represents, as in the case of the Primary schools, the contributions of Rajas, big Zamindars and Missionaries. The remaining 95 per cent. of the income from this source will cease, and will have to be borne by Government. Our returns, so far as this item goes, are correct. I find that in 1906-07 the income from this source in Middle Vernacular schools was R6,711; ninety-five per cent. of this amounts to R6,375, and this sum may therefore be taken as the sum that will have to be made good. In the first year we may have to provide R4,500 of this sum, and say R468-12 in each of the four succeeding years.

25. The figures given in the second table in paragraph 14 of your letter under reference are verified as regards this Division and found correct. The forecast referred to in this paragraph has been given in the last preceding paragraph.

26. *Paragraph 15 of the letter of the Government of India.*—I approve of the proposal to supply, without charge, books and other educational requisites. But I would

require these articles to be returned, except in the case of excusable accident or unavoidable loss, so as to be made available to the next batch of students. With these safeguards the same articles may ordinarily do for a number of years, specially in case of books supplied to boys in the middle and upper stages of instruction. What will be needed will be an initial expenditure once for so many years, and a recurring annual expenditure of, say, 15 per cent. of the original outlay to provide for wear and tear and excusable loss.

Of all the District Officers consulted, the Deputy Commissioner of the Sonthal Parganas only has given his opinion on this subject. He says: "I am not in favour of giving books free at first; the cost would be too high. The abolition of fees is quite enough to start with. In any case I would not give each pupil a complete outfit. When boys have to supply their own books, one book is generally made to do for two brothers, and many little savings of this sort are effected. The supply, if made at all, should be on economical principles. I would suggest the sale of books, etc., to pupils at less than published price, the loss being borne by Government. The reduction in price might be increased as funds allowed. If it is decided to supply books free, they should be lent, not given, to the pupils; one copy would thus serve the purpose of several pupils in succession. If this plan be adopted, it would probably be found economical to have a stout but cheap card board cover in places of the present paper bindings." I adopt the last proposal as a part of my own proposal set forth above, and would recommend that it be made a condition of the acceptance of text-books by the School-book Committee that all text-books should be bound with stout covers.

In compliance, however, with your requisition, I give below an estimate of the probable cost of the supply, without charge, of books and other school requisites in the case of Upper Primary, Lower Primary and Middle Vernacular schools, for the five years 1909-10 to 1913-14, bearing in mind the existing number of schools, and the probable expansion of schools in the manner indicated in paragraph 12 of the letter of the Government of India.

V

Forecast of the cost of supplying books and other school requisites, free of charge, in Upper and Lower Primary and Middle Vernacular Schools.

STAGES OF INSTRUCTION.	Number of students.					Estimated cost of the supply of Text-books and other Educational appliances.				
	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.
						R	R	R	R	R
Middle . . .	1,800	1,900	2,000	2,100	2,200	3,600	3,800	4,000	4,200	4,400
Upper Primary .	4,500	4,700	4,900	5,100	5,300	6,750	7,050	7,350	7,650	7,950
Reading printed books.	58,000	59,000	60,000	61,000	62,000	50,750	51,625	52,500	53,375	54,250
Not reading printed books.	40,000	42,000	44,000	46,000	48,000	5,000	5,250	5,500	5,750	6,000
Total .	104,300	107,600	110,900	114,200	117,500	66,100	67,725	69,350	70,975	72,600

27. To prevent abuse in the distribution of text-books, I would propose to hold the head of each school responsible for it. He must keep an account of the books supplied to him, and of its distribution in full detail; and this account must be countersigned by the headman of the village, and checked by inspecting officers visiting the school at every visit.

28. The only subject that now remains to deal with is the house accommodation. In my opinion it does not follow that, because the State will abolish fees, it should also provide houses. I do not see any reason why the houses in which schools are now held, or the means by which they are now supplied, will cease to be available on the abolition of fees; on the other hand, there is reason to believe that, freed from the monthly tax of keeping up a school, the public will be the more ready to supply houses; and these houses will be of a much better type than now. Mr. Samman, Deputy Commissioner of Sonthal Parganas, says: "Though it would be inconsistent, with the object, now in view to require subscriptions for houses from the villagers as a condition of a grant-in-aid, I see no sufficient reason for not requiring a suitable house or a room. Very often a well-to-do inhabitant of the village can lend a room, and even when this is not the case, a suitable house can be run up and kept in repair at a very small cost by village labour."

29. It is indeed the fact that the Primary school houses are generally unsuitable, unhealthy and insanitary, but steps have already been taken by Government to help in the erection of suitable houses, and I would rather trust to the gradual operation of those measures, to remove the want than propose an extra expenditure for the purpose; at any rate, the present Primary school houses are much better than the houses in which the great bulk of the Primary school children live, and it will be a great step in improving even the health of these students to give effect to the scheme of free primary education, if it only draws them out of their squalid homes and provides them a few hours' sojourn in the school houses even of the worst kind now available.

30. The District Magistrate of Bhagalpur, Mr. Lyall, has suggested a matter for consideration in connection with this scheme. He says: "Any purely secular education is, I think, a failure in any country, and I would strongly urge that this ground should not be lost sight of, if we are to introduce free primary education. The tendency of thought at the present day is to absolute irreverence and disrespect, and the only antidote to this that is known is, I think, religion." I entirely agree with him, and as the Primary schools are generally of a homogeneous character, some religious instruction will not be impossible.

31. I have done now with the requisitions and the important points suggested in connection therewith. I shall now proceed with the discussion of the policy of the abolition of fees which has been challenged by all the District Officers who have yet sent in their opinions.

(*a*) Mr. Lyall, the District Magistrate of Bhagalpur, says: "As regards the whole question I am not a strong advocate of free education, which I think usually is a committant (?) of over-education. It seems to me that there is a tendency in this country to force everything; the result being sickly, unhealthy plants, and that it is as a rule better to let things grow gradually. We have seen what terrible evil has been wrought by giving a high English education to people to whom the character and judgment to weigh what they learnt was wanting, and similarly the result of any over-education of the lower labouring classes, without whose labour the country cannot exist, is, I think, bound to end in discontent and distaste for the work that there is no one else to do and which must be done. When we have established the capital necessary to buy labour-saving apparatus, then and not till then is it time to free the labouring people from the ignorance that leads them contentedly to pursue their present life. A system of free education puts knowledge and usually discontent within reach of all, and I look on this as extremely dangerous in the present infant stage of the Continent. The faith that all evil is necessary and the inevitable accompaniment of better things is, I fear, not mine. It is true there is no reform without much disorganisation and some trouble; but the point is that the moment best suited to adopt the change should be chosen, and I think we are being hurried into matters for which we shall be called on to pay an inordinate price at a period when the country is not ready for the change outlined. In fact I look on the payment for education as a healthy check on its over-popularization; and if we remove this check suddenly, we shall find ourselves in an unknown state of affairs with almost unknown forces to deal with; and should it take with the people, Government will be pledged and bound to keep pace with the demand, and perhaps find it has undertaken a task it is unable to provide the funds to carry through. I would also point out that the abolition of fees removes the incentive for good work among *gurus* that so large and scattered a staff will not easily be kept up at a high state of efficiency without some incentive to work. So far as the control that will be secured over the teachers in Primary schools will be effective, it will be a most valuable factor; and in this I see the most hopeful side of the question. But here again I think every argument pleads for the policy that is best described in the words '*Festina lente.*' Make sure of the efficiency of the teachers and the efficiency of the supervision, and then throw open the doors of the free schools."

(*b*) Mr. Samman, Deputy Commissioner of the Sonthal Parganas, says: "What is required in my opinion is not universal free primary education, but the encouragement of primary education among the backward classes. Those classes who have learnt the value of education (and their number is not small) will find a means of paying for it themselves. There is however a very large class of people who have not learnt this lesson, and the bulk of the money available for primary education should be spent on this class. Free education at the cost of the State usually implies compulsory education; but if education cannot be made compulsory, I would rather actually pay the backward classes, for educating their children free, than grant free education to the more advanced classes who can afford to pay for it themselves. In my opinion the present scheme should be dropped, and a new scheme evolved for the benefit of the backward classes."

Mr. Forrester, the District Magistrate of Purnea, says: "If it is open to me to discuss the policy of giving free primary education, I would remark that the reasons advanced by the Government of India are not very convincing. The analogy of European countries does not apply. There the population is mainly industrial; in India it is mainly agricultural. There education has been made compulsory; here there is no likelihood that primary education will ever be made compulsory. As long as it is optional, the chief ground for making primary education free does not exist. Primary education will, as heretofore, continue to be taken only by those classes to whom reading, writing

and arithmetic are indispensable to their profession, *e.g.*, the castes to whom writing is a profession, and by those who are engaged in trade and money-lending and find the keeping of accounts indispensable. To give this teaching free in India is therefore to benefit these classes already more lightly taxed than others at the expense of the country. The fees at present paid are very small in proportion to the total cost of primary education. But to abolish them would throw a burden on the State, which, as it seems to me, is quite unnecessary."

(*c*) Mr. Bompas, Deputy Commissioner of Darjeeling, says: "For my part I see no reason to give free primary education in most parts of the country unless it is universal and compulsory."

32. With regard to these criticisms, I would simply state that it is only 15 per cent. of the male population that is departmentally considered to be of a school-going age; and of this small population we have in this Division according to the last divisional report 16·7 per cent. only at school, *i.e.*, less than one per cent. of the whole population. This state of things is appalling indeed, and an attempt to remove it to any extent can only be successful by a system of free education. Again, in the present educational condition of the country as pointed out above, it can hardly be apprehended that free education will lead to over-education and disorganize the social and economic condition of the country. Another remark that I have to make is that elementary education of the kind proposed is a *sine qua non* in a human being, and the State is bound to supply it.

The fact that the illiterate masses are more easily led away than the literate masses seems to me to have been lost sight of. By literacy I mean just that amount of knowledge as would enable one to understand one's permanent interest, and to distinguish between what makes for it and what does not, and this is what free education up to the middle stage is likely to do.

Memorandum by the Commissioner of the Patna Division, no. $_{13}$ G., dated the 5th July 1907.

Copy of the following forwarded to the Director of Public Instruction, Bengal, with reference to his Circular no. 40, dated the 4th March 1907.

2. I am strongly in favour of the proposal to give free primary education to boys and girls, and anticipate a great expansion of education from the measure. I would exclude all schools above the grade of Lower Primary from the privilege, leaving those to pay for it who desire a higher class of teaching. It may be said that people value but little what they receive gratuitously, and for a time the bulk of the population will fail to appreciate the boon conferred upon them by Government with a great sacrifice of revenue. Time will bring its remedy, and the benefit to the people cannot easily be over-estimated. If it were practicable, I would recommend the compulsory education of all children, males and females, in the so-called three R's.

From J. H. THICKETT, Esq., M.A. (Cantab.), Offg. Inspector of Schools, Patna Division, to the Director of Public Instruction, Bengal (through the Commissioner of the Patna Division), no. 1865, dated the 14th June 1907.

I have the honour to acknowledge the receipt of your Circular no. 38, dated the 4th March 1907, forwarding a copy of letter no. 883, dated the 22nd November 1906, from the Government of India, concerning the proposal to abolish fees in Primary schools.

2. In reply, I have the honour to submit the following report.

3. I consider it sound policy to abolish fees in all Primary and Middle Vernacular schools for boys and girls, which are either under public management or are in receipt of grants from public funds. I agree that fees should continue to be levied in the primary departments of Middle English and High English schools, and that both these classes of schools should be excluded from the scope of the measure, for they are, by their curricula, distinguished from the ordinary Vernacular Primary schools, and are preparatory to the Secondary school course. In this Division there are no primary departments of Middle English and High English schools which are indistinguishable from the ordinary vernacular schools, or are in practice open to all who desire a merely vernacular education. I am of opinion that where this is the case, they should be reckoned as Primary schools and should be free.

4. I do not find in this Division any exceptional school of the Middle, Upper Primary or Lower Primary class managed and maintained or aided from any public fund where levy of fees can be permitted. I do not therefore suggest the principle upon which such exceptions should be recognised.

5. The cost of carrying out the scheme of abolition of fees in the schools specified above should not be calculated upon the fees now charged. The Government of India, in paragraph 7 of their letter under reference, say that "in the adjustment of grants-in-aid, so as to compensate managers for the loss of fees, they (the Government of India) would deprecate any attempt to introduce a special grant calculated upon the fees formerly charged in each school." But the other parts of the letter, read together with the qualifying word "each" in the above quotation, seem to indicate that the cost should be calculated on the average of fees received by all the schools, presumably, separately by each class. I do not see how the calculation based on the fees received by all schools of a class on an average of their total receipts can be recommended, while

the calculation based on the fees received by each such school is to be deprecated. For, obviously, the calculation of fees on the average for all India is impossible, and in most cases such calculation for a whole Province is also impossible, because the circumstances of the various districts comprising a Province are generally widely divergent. It is therefore possibly the average for a Division, if not a district, on which compensation is contemplated to be calculated. But the calculation of compensation on the basis of average receipts even in a district or a Division will hardly be fair, for it will reduce the actual income of the most efficient and successful teacher by R2 at least, and enhance that of the most inefficient and unsuccessful teacher by an equal sum. It is essential that the efficiency of teachers should be the determining factor in the calculation of his wages and the adventitious advantages that he enjoys by the accident of his place of business should be eliminated from such calculations: and these are impossible in the calculation by averages. This method is good enough as a rough measure, but it is unsatisfactory as a measure of practical application, for its incidence is inequitable. I consider it necessary to invite attention here to this matter, for I find that you say in paragraph 10 of your circular under reference that, in order to make this calculation, it will be necessary to assume that each school will be given a grant-in-aid at the present rate of aid given to aided schools enhanced by an allowance equal to fees in money and kind charged in aided schools. In my opinion the principle of compensation cannot be applied to a measure that public policy and general utility demand, and the rights of the individuals must be subordinated to the interest of the public at large, and must be regulated, not by any reference to the individual loss, but by a reference to the standard of what would induce a teacher to carry on his present work with an unabated zeal. Such a standard is to be found by adding the cost of living in the sphere of his work to the value of the wages of a teacher of the lowest capacity in that locality. We have the data for the determination of such a standard ready to hand in the prices current in each locality, published periodically in the *Calcutta Gazette*, and we have only to add to it what we find to be the value of the work of a teacher of the lowest capacity. I think R6 may be taken to be the value. The sum of these two items should be the remuneration of a Lower Primary teacher. In case of an Upper Primary teacher the second of the two items should be raised by 50 per cent., and in the case of a Middle Vernacular teacher by 100 per cent. Such a calculation will be equitable and practicable at any moment without any special enquiry of a laborious and inquisitorial nature. This method will, therefore, be pre-eminently satisfactory.

6. To resume, even if it were politic or expedient to work out the principle of compensation by averages, I beg to submit that it is not feasible, for the Deputy Inspectors report that our returns do not, in the case of 6 out of the 7 districts of this Division, show under the head of "fees" the receipts in kind and the gifts that the teacher receives on the *Choukchanda*, *Ekadishi*, Saturdays, and on occasions of public and private festivities. This is proved from the divisional returns.

Our General Table III for 1906-07 shows that there are 5,289 aided Lower Primary schools, and our General Table IV shows that they received R3,63,426, *i.e.*, R68 in the year, or R6 nearly a month. It is absurd to believe that an aided Lower Primary school teacher, *i.e.*, a teacher well able to teach the three R's, would find it worth his while to work on the wages of a menial servant. The inaccuracy of the figures of income from fees and other private sources shown in our returns is admitted in paragraph 9 of the Government letter. The Government say that "they are aware that the returns from which they (the fees) have been compiled may not be in all cases strictly accurate." In India there is a tendency to understate one's income, and it is hopeless to get at the correct figure.

7. We have therefore to collect fresh statistics of the receipts from fees and other private sources of income referred to above, for the purpose of determining the compensation. But now that the matter has been officially announced that the Government intend abolishing fees and compensating the teacher for the loss to be caused thereby, the tendency will be just the other way to overstate the income from such sources, and we have no means of checking the statement.

8. But as in paragraph 6 of your letter you require me to estimate the correct amount of fees received in cash and kind, I have made an attempt, but I cannot guarantee the accuracy of the result. Very careful enquiries were made in a typical area. The results are exhibited in the table given below:—

Class of Schools.	Receipts, including stipends and fees, etc., in cash and kind per month.	Receipts, excluding stipend, but solely from fees and other private sources in cash and kind per month.		
	R	R	a.	p.
Middle Vernacular	50	19	8	0
Upper Primary	18	7	0	0
Lower "	9	6	4	6

9. As regards the remission of fees in the various classes of schools in which the abolition of fees is contemplated, I beg to append the table below:—

CLASS OF SCHOOLS.	Number of schools.	Roll number.	Percentage of remission of fees on roll number.	Amount of remission.
				R
I (*a*) Middle Vernacular schools directly managed and maintained by District and Municipal Boards.	34	1,862	5	18
(*b*) Primary schools directly managed and maintained by District and Municipal Boards.	...	...	......	...
II (*a*) Middle Vernacular schools under private management receiving grants from the District and Municipal Boards.	2	84	5	13
(*b*) Primary schools under private management receiving grants from the District and Municipal Boards.	5,575	169,138	No rule, but admits 10 per cent.	1,269
III (*a*) Middle Vernacular schools directly managed by Government.	3	203	5	22
(*b*) Primary schools directly managed by Government.	2	29	100 per cent., these schools being for aboriginal races.	48
IV (*a*) Middle Vernacular schools aided by the Department.	...	...	......	...
(*b*) Primary schools aided by the Department .	...	...	......	...
V Girls' schools	457	9,037	No fixed rule: practically all free.	6,780

10. The following table gives the income from fees and other private sources of Middle Vernacular, Upper Primary and Lower Primary schools maintained or aided by public funds. These are compiled from the General Tables III and IV of 1905-06:—

CLASS OF SCHOOLS.	NUMBER OF SCHOOLS.		FEES.		SUBSCRIPTIONS.		ENDOWMENTS.	
	Managed and maintained.	Aided.	Managed and maintained.	Aided.	Managed and maintained.	Aided.	Managed and maintained.	Aided.
			R	R	R	R	R	R
Middle Vernacular	36	2	4,144	227	1,192	24	36	...
Upper Primary .	23	274	308	12,601	5	1,310	15	6,412
Lower " .	2	5,163	...	1,21,157	...	420	...	5,541
Girls' . . .	1	288	...	384	...	293	...	200
			4,452	1,34,369				
			1,38,821					

11. It will thus be seen that the expenditure shown against this Division in paragraph 8 of your circular is correct, for it tallies with the figure shown in columns 4 and 5 in the table above. But you have excluded the income from subscription and endowments, which are shewn in columns 6 to 9 given above. These two items (subscriptions and endowments) represent generally the fees in kind and periodical gifts. At this distant date, we have no means of verifying that these two items were correctly returned in 1905-06. In my opinion they were understated by about 100 per cent.

12. Thus the total cost of abolishing fees, whether in money or in kind, in Upper and Lower Primary and Middle Vernacular schools, will be as shown in the table below. The girls' schools do not receive any fees, and hence they are left out of account:—

CLASS OF SCHOOLS.	Number of schools.	Average yearly income of each school from fees in cash and kind.	Extra annual cost due to the abolition of fees.	Total cost, including present grant.
		R a. p.	R	R
Middle Vernacular	38	234 0 0	8,892	22,800
Upper Primary	303	84 0 0	25,452	65,448
Lower "	5,446	75 6 0	4,10,628	5,88.168
Total .	...	...	4,44,972	6,76,416

NOTE.—The figure in column 3 is arrived at by multiplying the figure in column 3 of paragraph 8 by 12, to give the cost for the year: and the figure in column 5 is arrived at by multiplying the figure in column 2 of paragraph 8 by the number of schools.

The grants payable on the supposition that no fees of any sort will, in future, be permitted are shown in column 4, exclusive of the present grant, and in column 5 inclusive of it.

13. The income from fees and other private sources in the unaided schools is shown in the following table:—

CLASS OF SCHOOLS.	Number of schools.	Fees.	Subscriptions.	Endowments.	TOTAL.
		R	R	R	R
Middle Vernacular . . .	10	314	1,098	5,330	3,742
Upper Primary	10	266	231	1,364	1,861
Lower "	802	11,219	...	6,977	18,196
Girls'	78	146	1,063	22	1,231
Total .	900	11,945	2,392	13,693	25,030

14. Thus the figure shown in the latter part of paragraph 8 of your circular tallies with the figure in column 3 of this table. Here, as in the case of aided schools, you have excluded the receipts from subscriptions and endowments. These represent generally the fees and other payments received by the *gurus* in kind. But to arrive at a correct amount of income from this source, we have to add to this item 60 per cent. at least.

15. I have already said above that the receipts in kind have not been shown in case of 6 out of the 7 districts in the Division under the head of "Fees." But they have been shown under the head of "Subscriptions, Endowments and other sources," though not to the full extent. I believe that in the case of the aided schools about 100 per cent., and in that of the unaided schools about 60 per cent., of these two items have not been entered in our returns.

In column 2 of the following table I show the total amount of fees in kind that were received but not returned:—

CLASS OF SCHOOLS.	Fees in kind received but not returned.	Fees in kind received and returned but under the head of "Subscriptions and Endowments."
	R	R
Middle Vernacular	3,042	1,479
Upper Primary	4,774	7,769
Lower "	2,32,760	56,327

16. I agree with you that the assignment referred to in paragraph 10 of the Government letter has not in any way affected the number of students in our schools, or the amount of fees received from them.

17. The forecast as to how many unaided schools a year will be taken on to the aided list as a result of the abolition of fees in Primary and Middle Vernacular schools, and what such annual increase will cost during the five years 1909-10 to 1913-14, is given below:—

CLASS OF SCHOOLS.	Number of existing unaided schools.	1909-10.		1910-11.		1911-12.		1912-13.		1913-14.	
		No.	Cost.	No.	Cost.	No.	Cost.	No.	Cost.	No.	Cost.
			R		R		R		R		R
Middle Vernacular .	10	2	1,200	3	1,200 +1,800	4	3,000 +2,400	4	5,400 +2,400	2	7,800 +1,200
Upper Primary .	10	15	3,240	20	3,240 +4,320	30	7,560 +6,480	50	14,040 +10,800	60	24,840 +12,960
Lower " .	802	200	21,600	200	21,600 +21,600	150	43,200 +16,200	175	59,400 +18,900	100	78,300 +10,800
Girls' . . .	129	100	10,800	50	10,800 +5,400	50	16,200 +5,400	50	21,600 +5,400	50	26,000 +5,400
Total .	951	317	36,840	273	69,960	234	1,00,440	279	1,36,940	212	1,67,300

18. I do not expect any immediate appreciable expansion of the Primary school system consequent upon the abolition of fees: for—(1) there is absolutely no student who is now educated at home by poorly-paid teachers, and therefore we cannot expect any increase in the number of boys in the public schools from this class of students; (2) wherever there is a school, no boy willing to go is kept out of it, by reason of the fees, for where a boy is too poor to pay, he is taught free; (3) the removal of fees from the vernacular schools and its retention in the primary departments of Secondary schools will cause a small increase in the number of children in Primary schools by their transfer from the latter to the former schools. But this increase will be so small as to be a negligible quantity in the calculation of fees independently of such students. Then there is a further fact recognised by Government that the chief or only reason why the bulk of population do not at present send their children to school is not the difficulty of finding the fee. They neglect to do so from hereditary custom, or because attendance at school prevents a boy from learning his traditional occupation at the age where custom requires him to begin it, or again, because his services are required in the workshop or the field. The abolition of fees will however ultimately help in the gradual but slow increase of students; but it can hardly be the cause *per se* of such an increase. The cause of such an increase will be the inevitable recognition of the necessity of education under the advance of civilization in the country. The abolition of fees may, however, be immediately made to help in the expansion of Primary school system by State limitation to competition of schools in areas where there are too many schools. This will result in diffusion of Primary schools in areas which cannot at present support a school from the inability of the people to pay fees. For, turned out from congested areas, the surplus schools will then naturally be attracted to areas where there are no schools; and as the Government will pay what the people there are now unable to pay, namely, fees in the shape of enhanced grant equivalent to the probable income from fees in such areas, this expansion can be confidently looked for. This will not merely be a transfer of schools from areas, where there are too many schools to areas where there are no schools, but will be attended with a large accession of pupils, inasmuch as the pupils reading in the schools turned out from the former areas will be distributed among the remaining schools there, while the children in the latter areas who now go without education, for want of schools there, will be drawn to those schools. But the expansion for the next five years at least will be only in the Lower Primary schools, *i.e.*, the elementary schools. No expansion is expected in the Upper Primary and Middle Vernacular schools, for it will take time for the new recruits to work up to these higher standards. No forecast of this increase is possible, for it will all depend on the State regulation of schools and the State grant to them.

19. For the State limitation of undue competition for diffusion of schools, I should propose that the abolition of fees should be accompanied with the following conditions:—

First, that there should be only one school for every 40 students, and secondly, that where there are at least 10 students, there should be a school.

20. In my opinion the abolition of fees in Primary schools is to be commended chiefly, because it will extend the benefit of that education to people who cannot support a school, and who have therefore to go without education. This benefit will not accrue, if the State does not prescribe the conditions like those I have recommended above, for without those conditions the *gurus* will naturally congregate in areas where education is appreciated and brings them handsome incomes and adds to their emoluments.

21. No effective means can be devised to prevent the levy of fees in money or kind, after the abolition of fees has been given effect to. But it is only natural to expect that, as the fact that the Government compensate the teachers for the abolition of fees becomes known, the levy of fees in cash will automatically cease; meanwhile, we can prevent the levy, only where it is forced and complained against. In such cases the forfeiture of, or reduction in, the stipend will be an effective check. But the people will continue, where they can afford it, to give food to the teachers, for it is both a religious merit and a social duty in India, and no State regulation can check the practice. It will therefore be well if Government bear the fact in mind in determining the scale of compensation to teachers for the abolition of fees.

22. The effect of the abolition of fees will, no doubt, be the withdrawal of all voluntary contributions, except such as the social or religious instincts of the people referred to in paragraph 21 above may prompt them to give. But the withdrawal of such contributions need not result in any largely increased expenditure to Government, for, as I have pointed out in paragraphs 11 and 14 above, these voluntary contributions are generally payments in kind and supplement the fees in cash. The fact pointed out in the Government letter that annual cost to public funds of each school is R1-5 in an aided Primary school, and R5 in a publicly managed school, is due to the difference in the qualifications and the capacity of the teachers of the two classes of schools, and the consequent difference in payments made to them. This diversity will cease to exist upon the abolition of fees, if the teacher's remuneration is determined upon the principles recommended by me in paragraph 5 above. Another result will be the obliteration of all distinction between aided and publicly managed schools. All aided schools will naturally merge into publicly managed schools.

23. In the following table is shown the number of Middle Vernacular, Upper Primary and Lower Primary schools that are in receipt of *bonâ fide* voluntary subscriptions, and the number which have no source of income except fees and grants:—

Class of Schools.	Number of schools in receipt of voluntary contribution.	Amount of voluntary subscriptions and endowments properly so called as distinguished from fees paid in kind and occasional gifts.	Number of schools having no sources of income, except fees and grants.
		R	
Middle Vernacular . . .	2	208	...
Upper Primary . . .	25	5,340	255
Lower " . . .	31	848	5,412
Total .	58	6,396	...

I may add here that this table has been prepared specially for this report, and is not based upon any departmental returns. It is prepared from enquiries made by each Deputy Inspector in the Division.

With reference to the statement appended to paragraph 14 of your circular, I beg to state that the figure shown against this Division is correct. But, as I have pointed out above, it does not represent subscriptions and endowments that they profess to be, but are partly payments of fees in kind and partly periodical gifts made to the *gurus* on occasions of festivities. The amount shown in column 3 of the table given in paragraph 23 above is that portion of the amount shown in your table which represents these two items in the strict sense of the term.

24. The schools shown in column 4 of the last foregoing table represent the number of aided schools which will become publicly managed schools soon after the abolition of fees. The voluntary subscriptions and endowments shown here represent the payments made by the Rajas and Missionaries in support of the schools kept up for their raiyats or wards. They are likely to be continued even after the fees have been abolished.

25. In connection with the schools referred to in paragraph 24, the question of providing them with buildings will arise as pointed out in your Circular no. 86, dated the 12th April 1907. Taking the average cost of a building at R600, the total cost is estimated to be R34,00,200.

26. I do approve of the proposal to supply, without charge, books and other educational appliances to the schools which are to be made free, for this proposal is but a logical concomitant of the measure.

27. I give below a forecast of the probable annual cost on account of this for the five years 1909-10 to 1913-14, bearing in mind the existing number of schools and the probable expansion of schools in the manner indicated in paragraph 12 of the Government letter:—

Number of pupils in the existing schools in stages.			Cost for the supplies of books, etc.				
Middle Vernacular.	Upper Primary.	Lower Primary.	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.
			R	R	R	R	R
394	2,536	107,904	1,71,434	1,71,534	1,71,584	1,71,675	1,71,725

28. It is estimated that the cost of books and other educational appliances in Lower Primary stage will be R1-8, in Upper Primary R3, and Middle Vernacular R5. The figure in column 4 is arrived at by multiplying respectively the figures in columns 1, 3 and 4 by R5, R3 and R1-8, the cost respectively of supplying the books, etc., to a student of the stages shown in columns 1, 2 and 3. But the figures in columns 5 to 8 are arrived at by adding to the figure in column 4 the cost of the supply of books at the above rates to the probable increased number of students. But I am of opinion that books and educational appliances should be returned to the school when no longer required by the students, so that they may be utilised by the next batch of students. If this is done, we have to buy the requisite books and appliances once for 15 or 20 years, and what we have to do in subsequent years will be to provide for their wear and tear and excusable unavoidable loss, and for the purchase of additional books: for this a provision of annual expenditure of 15 per cent. of the original outlay will be quite sufficient.

29. I have consulted the District Magistrates of this Division. The Magistrate of Patna has no opinion to offer. The Magistrate of Gaya considers it a mistake that fees should be abolished. The Magistrate of Saran agrees with what his Deputy Inspector has said in his report, so far as his report was drawn up in consultation with him. The Magistrate of Muzaffarpur says that his views are embodied in the Deputy Inspector's report, and that he has nothing to add to it. The Magistrate of Darbhanga says: "The total abolition of fees in Middle Vernacular, Upper Primary and Lower Primary Schools would be very expensive to Government, and would not be an unmitigated boon to the people. Some payment in return for education ought to be insisted on from all persons who are not actually paupers. It increases the self-respect of parents and students alike. Mr. Carnegie's gift of 4 million pounds to Scotch Universities created some embarrassment as regards free education in Scotland." "It will," he adds—(1) amply suffice if for the present free education be given to girls only in Lower Primary schools, and some special assistance to the lower caste boys, sons of poor parents such as Dusadhs, Chamars and Mushars, etc., and poor Muhammadans; (2) the wholesale abolition of fees even in Lower Primary schools would prove a great expense to Government, but not nearly so great a boon to the people as the sacrifice of income would demand for its justification; and (3) books, slates, etc., should be supplied free to girls and to poor boys of lower castes as well as Muhammadans. The Magistrate of Shahabad says that in his district it appears from enquiries made that exclusive of stipend and deferred allowance, each Lower Primary teacher gets on an average from all sources rather less than R6 a month, and each Upper Primary School rather less than R10 a month. In 1906-07 the Lower Primary teacher got on an average about R3-8 a month in the shape of stipends and deferred allowance. Thus the total average monthly receipts of a Lower Primary teacher at present are R9-8 a month. In an Upper Primary school there are two teachers whose average emoluments are pretty much in the ratio of two to one. The receipts from fees, etc., are R10 a month. The average receipts from stipends and deferred allowance in 1906-07 were R7-8 for the head *guru* and R4-4 for the assistant *guru*. Assuming that, of the ten rupees, R6-8 goes to the head *guru*, and R3-8 to the assistant *guru*, we find that the average total emoluments of the head *guru* come to R14 a month, and those of the assistant *guru* R7-12. But he adds: "I think we may assume that the teachers will be satisfied with a smaller fixed monthly cash payment than that at which their total emoluments now work out, since a small certain income is usually preferred to a larger uncertain one. At the same time I consider that all teachers are at present underpaid, and that advantage should be taken of the present change in the system to fix a reasonable remuneration for teachers. I suggest that Lower Primary teachers be divided into three grades, drawing R10, R11 and R12 a month, and that a sum sufficient to pay all of them on an average, say R1 a month, be retained in addition for distribution as deferred allowance: the appointment to a grade allotment and amount of deferred allowance to be by merit. On the whole I think it desirable to make the fixed pay or stipend large, and the deferred allowance small. For Upper Primary schools there should be three grades of head *gurus* on R13, R14 and R15 a month, with an additional sum in the shape of deferred allowance sufficient to pay on the average R2 per man. The Assistant *guru* should get the same as the Lower Primary teachers. As to Middle Vernacular Schools the rates should be—head master, R20—25; 2nd master, R12—15; and 3rd master R10—12. These rates may sound high, but they are low for the sort of man who ought to be secured to teach in village schools." These are however matters of details.

"By far the most serious item of expenditure," the Magistrate of Shahabad adds, "has not been mentioned at all in the Government of India's letter. Few Primary schools possess school-houses of their own. Almost none possess suitable buildings. The schools are usually held in some abandoned hut or in some cramped verandah." The Magistrate adds: "the cost of these school-houses will be enormous. A decent *pucca* Lower Primary school cannot be built for less than R800, and an Upper Primary for less than R1,200."

The Magistrate of Shahabad has offered a few criticisms on my proposal about the remuneration of the teachers of the various grades made in paragraph 5 above. He says "I must confess that I do not understand the proposal in paragraph 5 to fix the amount to be paid to a teacher as the cost of living in the sphere of his work, *plus* the value of the wages of a teacher of the lowest capacity, in the locality. Cost of living, wages of a teacher of the lowest capacity and 'locality' all appear to me to be vague expressions, difficult of definition and capable of many interpretations. Cost of living depends on standard of living. The standard of living for a Lower Primary, an Upper Primary and Middle Vernacular teacher presumably varies, but apparently it is to be a constant item in the calculation." A perusal of paragraph 5 of letter will show that the criticism is beside the point. It is true that cost of living varies with the variation in the standard of living, and the standards of living of a Lower, an Upper and a Middle School teacher vary, but there is a minimum standard of living above privation, and the cost of it can safely be determined without reference to any individual wants and tastes by the prices current in each locality of staple crops published in the official Gazettes.

Is the term "cost of living" then "vague" and "indeterminate"? As for the variation in the standard of living, I suppose this variation is an accident of the value of the man as a workman rather than as a human being, and must, above what is required for a human being which must be a constant quantity, depend upon his market-value. This variation is therefore amply provided for in the different wages that I have proposed for the different classes of teachers, *i.e.*, R6 (the wages of the teacher of the lowest capacity) for Lower Primary; 50 per cent. of it to be added in the case of an Upper Primary teacher; and 100 per cent. in case of a Middle Vernacular teacher. It is needless to add that this "wage" is not the grant-in-aid fees contributions in cash or kind, but *so much of all this as supplemented with what is the cost of living of an individual under my above scheme* enables the average teacher of each of the three classes to do his work now.

The opinions of the several Magistrates referred to above are submitted herewith. The Magistrate of Champaran has not yet sent in his opinion. It will be sent on when received with my views. I cannot wait any longer for it; since you have already sent me a reminder.

From the Magistrate of Patna, to the Inspector of Schools, Patna Division, no. M.$\frac{107}{12}$, dated the 21st May 1907.

In returning herewith the enclosure received with your no. 1217 of the 17th instant, I have the honour to state that I have no remarks to offer.

From B. FOLEY, Esq., I.C.S., Magistrate of Gaya, to the Inspector of Schools, Patna Division, no. 324-G., dated the 31st May 1907.

With reference to your no. 1214, dated the 17th May 1907, on the subject of the abolition of fees in Primary schools, I have the honour to say I consulted the Deputy Inspector of Schools, Gaya, but he informs me that your letter was written after consultation with all the Deputy Inspectors of the Division, and that he has therefore nothing to remark with regard to it.

2. I laid the letter from the Government of India, Mr. Earle's letter and the reply to your no. 67, dated 16th April 1907, from the Deputy Inspector of Schools, Gaya, before the District Board at a meeting. Not much interest was displayed, but the members who did express their opinion stated that they thought it a mistake that fees should be abolished, and that this abolition would not be attended with any increase in primary education. Since it has apparently been definitely decided that fees shall be abolished, it would appear unnecessary to give my own views on the subject.

3. The points on which a report is required are stated in paragraph 18 of Mr. Earle's letter. With regard to these I would remark:—

(*a*) Funds for education in this district are almost entirely supplied by the District Board. It is presumed that a grant will be made by Government to the District Board to compensate them for the extra grants they will be required to give in consequence of the abolition of fees. An estimate, even approximately accurate, I should say, was impossible.

(*b*) Since I should say it was impossible to ensure that no fees shall be taken, it is more or less useless to make recommendations, but I agree generally with the remarks made in your letter.

(*c*) I was unable to understand at first the meaning of this. There is usually not more than one *pathsala* in a village. If that *pathsala* is unaided, why should it not go on taking fees. The boys in that *pathsala* would not go to an aided *pathsala* in a neighbouring village, even though that were a very short distance off, merely because in the latter no fees were paid. I am informed however that the meaning is that unaided schools should be given the option of being aided, if they abolished fees, and this they would of course accept.

(*d*) I agree with the remarks made in your letter, but I think in the district the abolition of fees will cause little, if any, expansion of education, *e.g.*, the Muhammadans as a rule do not send their children to schools. The question of fees has nothing to do with this practice.

(*e*) I am unable to see the difference between this and (*a*).

(*f*) No remarks required.

4. There are no particular statements in your letter to which I would take exception.

From W. A. MARR, Esq., Chairman, District Board, Shahabad, to the Inspector of Schools, Patna Division, no. 354, dated the 27th May 1907.

In reply to your letter no. 1216 of 17th May 1907, I have the honour to state that the subject of the introduction of free primary education being one of considerable complexity, and involving much calculation and comparison of figures and tables, I have not time to go into the subject fully enough to be able to offer any detailed criticism of your proposals.

I must confess that I do not understand the proposal made in paragraph 5 to fix the amount to be paid to a teacher as the cost of living in the sphere of his work, *plus* the value of the wages of a teacher of the lowest capacity in the locality. "Cost of living," "wages of a teacher of the lowest capacity," and "locality," all appear to me to be vague expressions, difficult of definition and capable of many interpretations. Cost of living depends on standard of living. The standard of living for a Lower Primary, an Upper Primary and Middle Vernacular teacher presumably varies, but apparently it is to be a constant item in your calculation. The wage value is to vary arbitrarily, the Upper Primary teacher getting half as much again as the Lower Primary teacher, and the Middle Vernacular teacher twice as much. I do not object to this ratio particularly, but what is this "wage"? Is it the sum total of the present payments (grant-in-aid, fees, contributions in cash and kind) now made to the teacher, or is it something else? If it means this sum total, it is proposed to pay this amount and to add to it the cost of living. So far as I know, most of the teachers under present conditions get all told just enough to live on, so that your proposal seems to be to double existing gross emoluments. This is rather a startling conclusion. I agree that existing emoluments are inadequate, but I should be inclined to fix my new rates somewhat differently. In this district it appears from enquiries made that exclusive of stipends and deferred allowance, each Lower Primary teacher gets on an average from all sources rather less than R6 a month. In 1906-07 the Lower Primary teachers got on an average about R3-8 a month in the shape of stipends and deferred allowance. Thus the total average monthly receipts of a Lower Primary teacher at present are about R9-8 a month.

In an Upper Primary school there are two teachers whose emoluments are pretty much in the ratio of two to one.

The receipts from fees, etc., are R10 a month. The average receipts from stipends and deferred allowance in 1906-07 were R7-8 for the head *guru* and R4-4 for the assistant *guru*. Assuming that of the ten rupees, R6-8 goes to the head *guru* and R3-8 to the assistant *guru*, we find that the average total emoluments of the head *guru* come to R14 a month, and those of the assistant *guru* R7-12.

These then are approximately the money values of the emoluments at present received by the Upper and Lower Primary teachers, and for these sums teachers are forthcoming. Part of their income however is uncertain, being in kind and depending on voluntary contributions. Under the new system the teachers will each receive a fixed monthly stipend, and presumably (assuming that the present system of examinations *in situ* is continued) a deferred allowance to depend on the work of the school. We have therefore to decide what monthly cash payment will attract teachers, and whether we ought to try to attract a better class of teachers by raising the pay. I think we may assume that the teachers will be satisfied with a smaller fixed monthly cash payment than that at which their total emoluments now work out, since a small certain income is usually preferred to a larger uncertain one. At the same time I consider that all teachers are at present underpaid, and that advantage should be taken of the present change in the system to fix a reasonable remuneration for teachers. I suggest that Lower Primary teachers be divided into three grades, drawing R10, R11 and R12 a month, and that a sum sufficient to pay all of them on an average say R1 a month, be retained in adidtion for distribution as deferred allowance; the appointment to a grade and allotment and amount of deferred allowance to be by merit. On the whole I think it desirable to make the fixed pay or stipend large, and the deferred allowance small.

For Upper Primary schools there should be three grades of head *guru* on R13, R14, and R15 a month, with an additional sum in the shape of deferred allowance sufficient to pay on the average R2 per man. The assistant *guru* should get the same as the Lower Primary teacher.

As to the Middle Vernacular schools, the rates should be—

	R
Head Master	20 to 25
Second Master	12 „ 15
Third Master	10 „ 12

These rates may sound high, but they are low for the sort of man who ought to be secured to teach in village schools.

We may take it for granted that when free primary education is introduced, private schools and aided schools will practically cease to exist. The schools will all have to be supported entirely and directly by Government or the District Boards. Thus the immediate cost, if my rates are accepted, will be my proposed figures multiplied by the number of schools of each class now in existence. But by far the most serious item of expenditure has not been mentioned at all in the Government of India's letter. Few Primary schools possess school-houses of their own. Almost none possess suitable buildings. The schools are usually held in some abandoned hut or in some cramped verandah. If education is to be free, Government must build a new school-house for nearly every school, and if it wishes to extend education, must build a school-house and provide a teacher in every village. I have no doubt that if school-house and teacher are

provided, the children, both male and female, will attend even without making education compulsory. The cost of these school-houses will be enormous. A decent *pucca* Lower Primary school cannot be built for less than R800, and an Upper Primary for less than R1,200.

Then again we have the equipment of the school-benches, maps, blackboards, etc.: this will require a large sum. I do not think that the requisites of the people as opposed to the teacher should be provided by Government. Each child should provide its own books, slate, pencils, etc.

In conclusion, I wish to state that I attach great importance to the construction of suitable school-houses in each village. Education cannot be properly conducted or properly appreciated in the hovels in which it is now carried out.

A good building in each village, which will act as the village school and the village town hall and council chamber, will be in itself an education. It will be an ever-present emblem of the virtues of the "Sarkar" an inducement to corporate action and an incentive to sanitary house construction. The children, who will pass in its airy, well-lighted rooms so many hours of their earlier years, will tend to look with disgust on the close dark, evil smelling hovels in which their parents live, and insensibly a higher standard of living will be introduced.

From J. LANG, Esq., I.C.S., District Magistrate of Saran, to the officiating Inspector of Schools, Patna Division, no. 1094, dated the 31st May 1907.

I have the honour to refer to your letter no. 1212 of 17th May 1907, forwarding for opinion the draft of your letter on the subject of the abolition of fees in Board schools.

2. The draft is no doubt based upon the reports submitted by the Deputy Inspector of Schools. So far as the report from this district was drawn up in consultation with me I have nothing to add to what I have therein remarked.

From H. C. WOODMAN, Esq., I.C.S., District Magistrate, Muzaffarpur, to the Inspector of Schools, Patna Division, no. 66—07-8G.

With reference to your letter no. 1215, dated the 17th May 1907, with its enclosures, requesting me to express my opinion on the subject of abolition of fees in Primary schools, I have the honour to state that my views are embodied in the Deputy Inspector of Schools' letter, and that I have nothing to add.

Remarks of the District Magistrate of Darbhanga, dated 3rd May 1907.

DEPUTY INSPECTOR—

The Vice-Chairman expresses no opinion, as the Deputy Inspector's long note has, I fear, frightened him, and he could not read it: the total abolition of fees in Middle Vernacular, Upper Primary and Lower Primary schools would be very expensive to Government, and would not be an unmitigated boon to the people. Some payment in return for education ought to be insisted on from all persons who are not actually paupers. It increases the self-respect of parents and students alike. Mr. Carnegie's gift of four million pounds to Scotch Universities created some embarrassment as regards free education in Scotland.

(2) It will in my opinion amply suffice if for the present free education be given to girls only in Lower Primary schools, and some special assistance to the lower caste boys—sons of poor parents such as Dusadhs, Chamars and Mushars, etc., and poor Muhammadans.

(3) The wholesale abolition of fees even in Lower Primary schools would prove a great expense to Government, but not nearly so great a boon to the people as the sacrifice of income would demand for its justification. The figures given by the Deputy Inspector of Schools, Babu Raghubir Prasad, in his detailed and careful note, amply prove this. Moreover fees in cash or kind will still be levied by *gurus*.

(4) *Paragraph 15 of Director's letter.*—Books, slates, etc., should be supplied free to girls and to poor boys of lower castes, as well as Muhammadans.

W. EGERTON,

District Magistrate.

From J. H. BERNARD, Esq., I.C.S., Offg. Commissioner of the Burdwan Division, to the Director of Public Instruction, Bengal, no. $\frac{636\text{-L. S. G.—5}}{\text{XI—13}}$, dated the 2nd August 1907.

I have the honour to forward letter no. 5180, dated 13th instant, from the Inspector of Schools, Burdwan Division, being his report on the question of abolition of fees in Primary Schools. He has not stated that he has consulted District Officers and the

Chairmen of District Boards and Municipalities, and I have asked him to consult them. As it will take him a long time to do this formally, I forward his report.

2. His statement II does not appear to me to have been made out on the basis indicated in paragraph 10 of your letter. I do not know how the figures in column 8 of the statement have been arrived at. In his paragraph 9 the words "pupils" should evidently be used for the word "schools." The Inspector has not apparently included in his estimate any expenditure on erection or repairs of buildings.

3. The Inspector does not anticipate a rapid increase in the number of children at school, either at once or in the near future, in consequence of primary education being made free. He thinks pupils will leave Mission schools when they can get instruction in purely secular schools as cheap. I dare say he is right in his estimate of the effect of the abolition of school fees on the number of pupils, but I do not see that he has attempted to distinguish between its effect in town and in country. I should expect that in towns the abolition of fees would make a greater difference.

I doubt whether the Mission schools will be depleted as a result of the abolition of fees, but on this point the Missionaries will be able to give a better opinion than I can.

4. The only means proposed by the Inspector for prevention of receipt of unauthorised fees by teachers in the free schools is increased supervision and inspection, and enlargement of the inspection staff. The fact that the teachers are prohibited from taking fees of any kind would of course be widely published. Beyond this, I can think of no other way of preventing pupils' parents from offering them fees and presents.

5. The Inspector says that fees are usually remitted in schools for the aborigines, and for this reason, I suppose, he has not considered that the abolition of fees will affect the numbers of school-going children among backward tribes. It appears, however, that the Sonthals in Birbhum, at any rate, are willing to send more of their children to schools, if they can attend purely Sonthal schools.

As this change of feeling is not dependent on the cost of education, the point may perhaps be considered foreign to the subject under discussion. But if all kinds of fees are abolished, I presume the desire to have their children taught, as far as it exists among the Sonthals, will increase.

From Khan Saheb Maulvi Muhammad Ibrahim, B.A., Inspector of Schools, Burdwan Division, to the Director of Public Instruction, Bengal (through the Commissioner, Burdwan Division), no. 5180, dated the 13th July 1907.

In reference to your Circular no. 38, dated the 4th March 1907, calling for an expression of my opinion on the scheme of free primary education, as proposed by the Government of India in their letter no. 883 of the 22nd November 1906, I have the honour to submit the following report.

2. In the first part of the report I give the statistics required in your circular with such remarks as may be necessary to explain them, and in the second part I confine myself to making general observations on the policy of the proposed measure.

3. *Paragraph 6 of the Director of Public Instruction's Circular.*—The subjoined statement embraces statistics relating to the probable cost to be incurred by Government in consequence of the wholesale abolition of fees in any shape whatever realised in public managed and aided Upper and Lower Primary and Middle Vernacular schools:—

STATEMENT I.

Class of Schools.	Number of schools.	Number of pupils.	Income from local sources as shown in the returns.			Value in cash of the receipts in kind.	Total.	Cost per pupil.	Remarks.
			Fees.	Other sources.	Total.				
For Boys.			R	R	R	R	R	R	
Middle Vernacular	107	6,661	28,603	12,352	40,955	...	40,955	6·2	The girls' schools are mostly attached to boys' schools, only a few of them working independently. In the latter there is no payment in kind.
Upper Primary	983	44,296	73,836	13,409	87,245	1,25,083	2,12,328	4·8	
Lower "	6,249	182,519	2,98,954	45,123	3,44,077	4,80,791	8,24,868	4·6	
Total	7,339	233,476	4,01,393	70,884	4,72,277	6,05,874	10,78,151	4·7	
For Girls.									
Middle Vernacular	4	80	72	180	252	...	252	·2	
Upper Primary	103	3,448	1,536	10,839	12,375	...	12,375	3·6	
Lower "	648	11,278	1,019	6,286	7,305	...	7,305	3·7	
Total	755	14,806	2,627	17,305	19,932	...	19,932	1·4	
Grand Total	8,094	248,282	4,04,020	88,189	4,92,209	6,05,874	10,98,083	4·5	

4. A few words are here necessary to elucidate the above statement. The amounts shown under the heads "Fees" and "Other sources" (subscription, endowment, etc.) are taken from the annual returns of 1906-07. The accuracy of these figures has been tested by the results of enquiries held in typical areas of the different districts of the division, the only noticeable omission being that under the head "Income from other sources," the receipts in kind not having been included under it. The fact is that the teachers of Primary schools keep no account at all of such receipts, and hence the omission to notice them, and the difficulty to form anything like an accurate estimate thereof. These payments, however, are made in diverse ways upon occasions, such as marriages, local festivities, success of pupils at annual examinations, etc. The teachers are also allowed free board and lodging in private houses, not only for school work, but gratuitously also purely out of charitable motives, besides regular *sidhas* in some cases. These receipts form the bulk of their income. Their approximate money value, as determined by the results of enquiries held by the Deputy Inspectors in typical areas of their districts, is shown in a separate column of the statement given above, from which it will be seen that the total amount of compensation payable by Government under the proposed scheme would be R10,98,083 for the Division.

Fees are, as a rule, remitted in those cases for which provision has been made in the rules and orders of the Department. They are also remitted generally in Mission schools, colliery *pathsalas*, schools for the aborigines and backward races, and in the majority of girls' schools.

6. *Paragraph 10 of the Director of Public Instruction's Circular.*—An approximate forecast of the additional expenditure to be incurred in bringing unaided Upper and Lower Primary and Middle Vernacular schools on to the aided list is given below:—

STATEMENT II.

Class of Schools.	Number of schools.	Number of scholars.	Income from private sources.			Value in cash of the receipts in kind.	Additional payments from public funds to bring them into the aided list.	Total amount required to be paid by Government.
			Fees.	Other sources.	Total.			
For Boys.			R	R	R	R	R	R
Middle Vernacular	16	1,035	4,207	2,539	6,746	...	2,688	9,434
Upper Primary	16	741	1,835	1,203	3,038	...	720	3,758
Lower "	1,261	28,593	43,468	7,177	50,645	94,370	21,437	1,66,452
Total	1,293	30,369	49,510	10,919	60,429	94,370	24,845	1,79,644
For Girls.								
Middle Vernacular	...	...	...	...	...	...	...	...
Upper Primary	...	...	...	...	..	...	...	...
Lower "	133	1,979	215	1,823	2,038	...	3,857	5,895
Total	133	1,979	215	1,823	2,038	...	3,857	5,895
Grand Total	1,426	32,348	49,725	12,742	62,467	94,370	28,702	1,85,539

7. As a result of the abolition of fees in Primary and Middle Vernacular schools, it is presumed that all the unaided schools shown in the returns of 1906-07 will apply for aid under the specified conditions of the scheme. The total amount that may be required for bringing the unaided schools on to the aided list has been roughly estimated to be R1,85,539 as shown in the above statement.

8. *Paragraph 11 of the Director of Public Instruction's Circular.*—The following statement is intended to show the estimated expenditure on account of the expansion of primary education for the five years from 1909-10 to 1913-14, as far as public managed and aided schools are concerned:—

STATEMENT III.

Year.	Number of scholars.	Estimated expenditure.	Remarks.
		R	
1909-10	268,538	12,08,421	
1910-11	278,866	12,54,897	
1911-12	284,442	12,79,989	
1912-13	290,018	13,05,081	
1913-14	295,594	13,30,173	

9. In 1905-06, the number of pupils was 241,250; in 1906-07 it rose to 248,282, showing an increase at the rate of 2·9 per cent. In the two subsequent years, *viz.*, 1907-08 and 1908-09, the expected total increase being assumed to be 4 per cent., the number of pupils in 1908-09 will be 258,210. In 1909-10 and 1910-11, that is, after the introduction of the scheme, the increase is expected to be at 4 per cent., and in 1911-12 to 1913-14 at 2 per cent. each year.

10. In making the estimate, I have not taken into account the fluctuations that may and do occur in consequence of unforeseen physical causes.

11. *Paragraph 14 of the Director of Public Instruction's Circular.*—On the abolition of fees, all aided schools will practically become public managed schools, the estimat d cost of maintenance of which has been shown in statement I.

12. *Paragraph 15 of the Director of Public Instruction's Circular.*—The following statement shows the probable cost of supplying books and other school requisites free of charge in Upper and Lower Primary and Middle Vernacular schools, if it is considered desirable to supply them at all:—

STATEMENT IV.

Burdwan Division.

	Middle Vernacular Schools.		Primary Schools.		Total pupils.	Average cost per pupil.	Total cost.
	For boys.	For girls.	For boys.	For girls.			
						R a. p.	R
Middle stage	1,242	3	...	26	1,271	2 0 0	2,542
Upper Primary stage	1,735	6	8,226	296	10,263	1 8 0	15,395
Lower Primary stage—							
(1) Reading printed books.	3,107	40	144,022	8,468	155,637	0 4 0	38,909
(2) Not reading printed books.	577	31	74,567	5,936	81,111	...	...
Total	6,661	80	226,815	14,726	248,282	0 3 8*	56,846

* This low average has been due to the inclusion of pupils in the infant stage not reading printed books, also in the calculation.

13. An estimate of the probable annual cost of supplying books and other school requisites for the five years 1909-10 to 1913-14 for the Division is given below:—

STATEMENT V.

Year.	Number of scholars for the year.	Cost of supplying books at annas four per pupil as shown in statement IV.	Cost of supplying other school requisites at R2 a school.*	Total.	Remarks.
		R	R	R	
1909-10	268,538	67,134	17,802	84,936	
1910-11	278,866	69,716	18,590	88,306	
1911-12	284,442	71,110	18,962	90,072	
1912-13	290,018	72,504	19,266	1,770	
1913-14	295,594	73,898	19,706	93,604	

* Supposing 30 pupils per average attendance per school.

14. The above estimate is based on the expected increase in the number of pupils as shown in statement III.

15. So far with the forecasts and estimates called for, assuming the fact that it has been already settled to introduce the scheme. I now turn to the consideration of the line of policy proposed to be adopted.

16. *Paragraph 2 of the Government letter.*—Viewed as a form of relief, the effect of this measure will not perhaps be very appreciable, as far as the lower middle classes and the better-to-do cultivators who form the chief recruiters of primary schools are concerned; while in the case of the poorer section of the society the result will be quite disappointing; for the agricultural and labouring classes, whose means of livelihood have to be supplemented by the earnings of their children, will perhaps not like to forego all these immediate advantages in the hope of getting only a nominal help to secure an uncertain source of income, and that even at a distant period.

17. *Paragraph 3 of the Government letter.*—It is an established fact that a gratuitous education is not valued so much as education that has to be paid for. The practice of giving free education, as followed in the tolls of Bengal and Buddhist schools of Burma, has had the inviolable injunctions of the Shastras to support it, not to allude to the personal service of some sort or other required of the pupils by the Professors in return. These institutions again receive support from the people in a variety of ways. In England and other civilized countries free education after a prescribed system has been so far successful, because it is compulsory; and that has been found possible, partly because of the homogeneity of the population, and partly because of the commonness of religion of the rulers and the ruled. In India, however, with its heterogenous mass of population, any scheme of compulsory education is beset with insuperable difficulties so long as the country is inhabited by different nationalities.

18. *Paragraph 6 of the Government letter.*—The abolition of fees in Middle Vernacular schools will prejudicially affect the English Secondary schools, unless material changes are introduced in their curriculum, besides telling seriously upon the Mission schools. The reason is not far to seek. The people will no longer care to go to Mission schools, as at present, without minding the proselytising tendency of the education imparted in them, in spite of the superior quality of the instruction, when they will find that free education is also available with similar advantages elsewhere in schools working perfectly on a neutral basis. In *maktabs* and similar institutions in which religious education is mixed up with the secular, it will not be possible rigidly to enforce the abolition of fees altogether.

19. *Paragraph 8 of the Government letter.*—It is patent that free students generally make less progress in their studies than pay students in similar circumstances.

20. *Paragraph 12 of the Government letter.*—As regards the expansion of the Primary school system under the proposed scheme, I have serious misgivings. From what I know of the country and its people, I can say that the novelty of the scheme with the baits offered in the shape of free gift of books, slates, etc., may at the outset attract a considerable number of pupils from the rural tracts, but I have grave doubts as to the continuance of this effect afterwards.

21. *Paragraph 13 of the Government letter.*—It is difficult to suggest any preventive measures in the matter of receipt in cash or kind by the teachers of the schools which will have come under the operation of the scheme.

22. Fines and dismissal have been suggested as remedial measures, although I am not quite sure about their efficacy, and, I should add, their sufficiency also, especially as in more than 80 per cent. of the cases the *gurus* themselves happen to be the owners of the schools as well as the houses in which they are held. In any case stricter and more frequent supervision by inspecting officers are indispensably necessary for detecting malpractices of this kind. For this purpose I would propose a substantial increase in the number of Assistant Sub-Inspectors, so that each Sub-Inspector may have two such officers to assist him.

23. This Division has 73 Sub-Inspectors with on an average 120 schools under each of them. Now, if two Assistant Sub-Inspectors be placed under each of them, the work will be divided among the three officers, or, in other words, each of them will have 40 schools under him to look after by rotation—a circumstance which will ensure the inspection of each school at least six times by the different officers in the year, even supposing that none of them visits more than 20 schools in any month. We have at present 16 Assistant Sub-Inspectors. The additional number required to make up the full complement of 146 Assistant Sub-Inspectors for 73 Sub-Inspectors will be 130. If the average cost of each officer be estimated at R500 a year (pay R360, allowance R120, contingencies R20), the total amount required will come up to R65,000. This sum is certainly not very large in consideration of the fact that it is by this means only that the working of the scheme can become a possibility at any time. Besides, this suggestion, if carried into effect, will leave no further necessity for the retention of the so many inspecting Pandits in this Division, and the result will be that the inspection will rest solely with the Department, as contemplated by Government.

24. *Paragraph 14 of the Government letter.*—Apart from the difficulties already noticed, the abolition of fees will make all schools under private management publicly managed institutions. This will involve additional liabilities. Public management cannot, therefore, absolve itself of the responsibilities of making provision for the good housing and proper equipment of such school, which means a rather prohibitive outlay.

From J. H. BERNARD, Esq., I.C.S., Offg. Commissioner of the Burdwan Division, to the Director of Public Instruction, Bengal, no. $\frac{723\text{-L.S. G.—7}}{\text{XI—13}}$, dated the $\frac{\text{29th August}}{\text{2nd September}}$ 1907.

In continuation of this office letter no. 636-L.S.G.—5/XI—13 of the 2nd current, I have the honour to forward a copy of letter no. 6042, dated the 15th idem, from the Inspector of Schools, Burdwan Division, and its enclosure in original, on the question

of abolition of fees in primary schools. The only point which seems to me worth noticing in these letters is the suggestion that free primary education should not be offered at once in all districts, but should be introduced first in backward districts and by degrees.

From KHAN SAHEB MAULVI MUHAMMAD IBRAHIM, B.A., Inspector of Schools, Burdwan Division, to the Commissioner of the Burdwan Division, no. 6042, dated the 15th August 1907.

With reference to your letter no. 625-L.S.G./XI—13, dated the 26th July last, I have the honour to forward herewith copies of letters which I have received from the Chairmen of the District and Municipal Boards, as noted below, regarding free primary education:—

1. Letters nos. 686 and 687, dated the 19th July 1907, from the Deputy Inspector of Schools, Burdwan, with remarks of the Chairman, District Board.
2. Letter no. 352, dated the 19th July 1907, from the Chairman, District Board, Birbhum, together with Deputy Inspector's report.
3. Letter no. 235-G., dated the 8th August 1907, from the Chairman, District Board, Bankura.
4. Letter no. 237-G., dated the 10th August 1907, from the Chairman, District Board, Bankura, with Deputy Inspector's report.
5. Letter no. 462-E., dated the 6th August 1907, from the Chairman, District Board, Midnapore, together with Deputy Inspector's report.
6. Letter no. 724, dated the 2nd August 1907, from the Chairman, District Board, Hooghly, together with Deputy Inspector's report.

6*a*. Letter no. 688, dated the 29th July 1907, from the Chairman, District Board, Hooghly.

7. Letter no. 459, dated the 27th July 1907, from the Deputy Inspector of Schools, Birbhum, submitting a letter, dated the 25th July 1907, from the Chairman, Suri Municipality.
8. Letter no. 260, dated the 4th August 1907, from the Chairman, Bankura Municipality.
9. Letter no. 131, dated the 1st August 1907, from the Chairman, Vishnupur Municipality.
10. Letter no. 640, dated the 6th August 1907, from the Chairman, Midnapore Municipality.
11. Letter no. 82, dated the 5th August 1907, from the Chairman, Ghatal Municipality.
12. Letter no. 66, dated the 1st August 1907, from the Chairman, Chandrakona Municipality.
13. Letter no. 142, dated the 10th August 1907, from the Chairman, Serampore Municipality.
14. Letter no. 16, dated the 31st July 1907, from the Chairman, Uluberia Municipality.

From BABU HIRA LAL PAL, Deputy Inspector of Schools, Burdwan, to the Inspector of Schools, Burdwan Division, no. 686, dated the 19th July 1907.

I have the honour to submit the accompanying report on the scheme of free primary education as proposed by the Government of India in their letter no. 883, dated the 22nd November 1906, which was forwarded by the Director of Public Instruction with his Circular no. 38, dated the 4th March 1907, for favour of return with your approval or any remarks that may be considered necessary.

From BABU HIRA LAL PAL, Deputy Inspector of Schools, to the Chairman, District Board, Burdwan, no. 687, dated the 19th July 1907.

I have the honour to submit the accompanying report on the scheme of free primary education as proposed by the Government of India in their letter no. 883, dated the 22nd November 1906, which was forwarded by the Director of Public Instruction with his Circular no. 38, dated the 4th March 1907, for favour of return with your approval or any remarks that may be considered necessary.

Report on the subject of Free Education in Primary Schools.

In reference to the Government of India's letter no. 883, dated the 22nd November 1906, forwarded by the Director of Public Instruction with his Circular no. 38, dated

the 4th March 1907, the following brief report has been drawn up in reference to the several paragraphs of the Director's circular where necessary.

2. *Paragraph 5 of the Director's Circular.*—The policy, as enunciated by the Government of India, will be that the abolition of fees in primary schools, including middle vernacular, should be insisted on as a necessary condition of their receiving *any aid at all*. This policy, I believe, may be worked out with equal success in all parts of the district. In big towns and mufassal stations where there are a number of primary schools working in close proximity to high and middle English schools, it may be apprehended that the abolition of fees in the primary schools will materially injure the neighbouring English secondary schools. But I am afraid there is no cause for such apprehension.

The primary schools of towns and mufassal stations charge fees at much lower rates, but these reduced rates have, as a matter of fact, not affected the corresponding classes of high and middle English schools, as the children in these latter institutions aim at high education and are consequently not disposed to leave their schools for *pathsalas*. It stands to reason that the abolition of fees in primary schools will also be little or no inducement for them to join *pathsalas*. I should therefore think that no exception need be made in favour of any schools in which permission may be given to charge fees without forfeiture of the grants-in-aid hitherto received.

3. *Paragraph 6 of the Director of Public Instuction's Circular.*—In this connection I beg to state that I held enquiries in certain typical areas of the district to satisfy myself as to the correctness of the figures in the returns in respect of receipts from private sources. It appears that the fees shown in the statistical returns as paid in cash are indeed unreliable, and the correct amounts have accordingly been estimated in the manner as desired and shown in the annexed statement marked (A). I have also found by enquiry that the receipts in kind have in a very large majority of cases not been entered in the returns. The value of these receipts has been calculated and shown in the statement marked (A).

4. *Paragraph 7 of the Director of Public Instruction's Circular.*—In aided upper primary and middle vernacular schools fees are remitted in the case of scholarship-holders and sons of teachers.

In the latter class of schools the 5 per cent. rule for free studentship also is in force. In aided lower primary schools there is no such rule in operation regarding the remission of fees. Practically, however, more than 5 per cent. of the school population are allowed to read free; the *gurus* charge no fees to a number of boys in their *pathsalas* in consideration of their poverty.

Fees are also remitted in the colliery *pathsalas* in the Asansol subdivision, the aboriginal school at Kohkhatala in the Kalna subdivision, three endowed lower primary schools in the Sadar subdivision and in the indigenous *maktabs* of the district, in all of which the pupils are allowed to read free of charge. Such is also the case with the majority of girls' and night schools.

5. *Paragraph 8 of the Director of Public Instruction's Circular.*—The figures returned as expenditure from fees in money and fees in kind for the years 1905-06 and 1906-07 in respect of upper and lower primary and middle vernacular schools, aided and unaided, have been verified and found to differ considerably from the figures obtained by a careful enquiry. A comparative statement marked (A) has been appended to the report to show how widely the figures have differed.

6. *Paragraph 9 of the Director of Public Instruction's Circular.*—No comment is necessary.

7. *Paragraph 10 of the Director of Public Instruction's Circular.*—As a result of the abolition of fees in upper primary, lower primary and middle vernacular schools, it is to be presumed that all the unaided schools will apply for compensation from Government as soon as it is announced that entirely gratuitous education will be given in primary schools. All these schools will therefore from the very first year of the abolition of fees come on the aided list.

A forecast of the cost of maintaining these unaided schools by grants-in-aid from the State for the five years 1909-10 to 1913-14 inclusive, has been given in statement marked (C) appended to this report.

8. *Paragraph 11 of the Director of Public Instruction's Circular.*—For a forecast of expenditure for the five years 1909-10 to 1913-14 in respect of aided upper primary, lower primary and middle vernacular schools, a reference is requested to statement marked (B).

9. *Paragraph 12 of the Director of Public Instruction's Circular.*—It is to be admitted on all hands that in rural primary schools, villagers pay the fees of their children at school with the greatest reluctance and with as much irregularity as possible. This is borne out by the fact of the irregular realisation of school fees in most of the middle vernacular schools and the heavy outstanding balance of fees in primary schools. When it will be announced by Government that they will receive education at school without payment, it is absolutely certain that they will pay no fees in spite of the

attempts of the school teachers to levy fees. Such being the case, it is not necessary to devise means for the present to prevent the levy of fees, whether in money or in kind, after the abolition of fees has been given effect to. The fact is that legislation is necessary only when an offence is committed.

I am humbly of opinion therefore that means may be devised for the prevention of the levy of fees when an occasion for it arises.

10. *Paragraph 13 of the Director of Public Instruction's Circular.*—The aided primary schools which are in receipt of *bonâ fide* voluntary subscription are three in number, all lower primaries, namely, the one at Memari which has an endowment made by a public-spirited local gentleman. The pandit gets R8 a month, but he is prevented from charging any fees to the pupils, and the other two are at Belsor and Golgram, both in thana Rayna, which are chiefly supported by *bonâ fide* voluntary contributions of the local gentlemen. The Kichar middle vernacular school in thana Mangalkot is also in receipt of *bonâ fide* voluntary contributions from the local zamindar.

As to the number of schools which have no sources of income except fees and grants, the majority of the aided schools belong to this class as they are in receipt of fees in money and fees in kind, including *sidhas* in addition to grants-in-aid from public funds.

The probable result of the abolition of fees will be a rapid increase in the number of these institutions as well as in the number of pupils attending them, but as regards efficiency it is difficult to say which way the move will be.

11. *Paragraph 15 of the Director of Public Instruction's Circular.*—Government need make no provision for the supply of books and other school requisites without charge, as it would entail a heavy outlay. The villagers will not grudge to pay for books and other school requisites for the use of their children when they are relieved of the payment of school fees.

An estimate, however, of the probable annual cost on this account for the five years 1909-10 to 1913-14 has been given in the annexed statement marked (D) for aided schools and in the statement marked (E) for unaided schools.

12. *Paragraph 18 of the Director of Public Instruction's Circular.*—The necessary statements have been appended to this report.

HIRA LAL PAL,
Deputy Inspector of Schools, Burdwan.

BURDWAN;

The 19th July 1907.

STATEMENT A.

Comparative statement of receipts from Public and Private Sources for the years 1905-06 and 1906-07 as given in the Returns as well as those verified by local enquiries.

Class of Schools.	Boys or girls.	Number of schools.	Receipts from public sources.	Receipts from private sources as per *returns*.			Receipts from private sources as ascertained by *enquiry*.			Number of schools.	Receipts from public sources.	Receipts from private sources as per *returns*.			Receipts from private sources as ascertained by *enquiry*.		
				Fees in cash.	Fees in kind.	Total.	Fees in cash.	Fees in kind.	Total.			Fees in cash.	Fees in kind.	Total.	Fees in cash.	Fees in kind.	Total.
Aided Schools.			R	R	R	R	R	R	R		R	R	R	R	R	R	R
Middle Vernacular	For boys	22	2,259	5,369	3,043	8,412	5,369	3,043	8,412	22	3,620	4,908	2,399	7,307	4,908	2,399	7,307
	" girls	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Upper Primary	" boys	198	9,263	13,484	745	14,229	15,593	12,808	28,401	202	9,811	13,811	715	14,526	15,226	13,869	29,095
	" girls	7	994	28	596	624	28	596	624	9	1,223	39	1,005	1,044	39	1,005	1,044
Lower "	" boys	766	18,891	34,731	3,207	37,938	35,619	37,919	73,538	773	17,775	34,405	2,007	36,412	37,104	37,104	74,208
	" girls	58	2,268	89	676	765	89	676	766	51	2,296	137	911	1,048	137	911	1,048
Total		1,051	33,675	53,701	8,267	61,968	56,698	55,042	1,11,740	1,057	34,725	53,300	7,037	60,337	57,414	55,288	1,12,702
Unaided Schools.																	
Middle Vernacular	For boys	6	...	805	999	1,804	805	999	1,804	4	...	1,060	775	1,835	1,060	775	1,835
	" girls	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	..
Upper Primary	" boys	4	...	82	1,969	2,051	227	2,174	2,401	2	...	299	200	499	299	200	499
	" girls	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Lower "	" boys	120	...	3,883	135	4,018	5,580	5,760	11,340	165	...	5,690	280	5,970	7,920	7,920	15,840
	" girls	8	...	...	3,568	3,568	...	3,568	3,568	4	...	5	1,181	1,186	5	1,181	1,186
Total		138	...	4,770	6,671	11,441	6,612	12,501	19,113	175	...	7,054	2,436	9,490	9,284	10,076	19,360

STATEMENT B.

Statement showing the estimate of the probable cost to Government on the abolition of fees in money and kind in Upper and Lower Primary and Middle Vernacular Schools for the five years from 1909-10 to 1913-14.

N.B.—The statement is based on the figures for 1906-07 as obtained by enquiry.

——	Number of schools.	From public sources.	From local sources.	Total amount to be paid by Government on the abolition of fees per year.
		R	R	R
Aided Middle Vernacular, Upper Primary and Lower Primary Schools for boys and girls.	1,057	34,725	1,12,702	1,47,427
Total cost for five years including 20 per cent. of the total annual cost in view of the general expansion of education in Upper and Lower Primary and Middle Vernacular Schools owing to abolition of fees R1,47,427 × 5 + 29,485 = 7,37,135 + 29,485				=7,66,620

STATEMENT C.

Statement showing the additional cost to Government of bringing Unaided Upper Primary Lower Primary and Middle Vernacular Schools on to the aided list.

N.B.—The statement is based on the figures for 1906-07 as obtained by enquiry.

——	Number of schools.	From public sources.	From local sources.	Total amount to be paid by Government on abolition of fees per year.	REMARKS.
		R	R	R	
Unaided Middle Vernacular, Upper Primary and Lower Primary Schools for boys and girls.	175	(*a*)5,749	19,360	25,109	(*a*) Grant-in-aid estimated at the average rate of aid given to aided schools.

STATEMENT D.

Estimate of the probable cost of supplying Books and other school requisites free of charge for use of children in Aided Upper and Lower Primary and Middle Vernacular Schools, Burdwan.

CLASS OF SCHOOLS.		Number of schools on the 31st March 1907.	Average number of pupils on the rolls monthly.	Average number of pupils per school.	Cost of books supplied to pupils.	Cost of other requisites for boys (slates, pencils and papers).	Grand Total.	REMARKS.
					R	R	R	
Middle Vernacular.	For boys .	22	1,240	56	1,430	780	2,210	The villagers will not grudge to pay for books and other school requisites for the use of their children when they are relieved of the payment of school fees. Government need make no provision under this head.
	" girls .	...	...	...	...	...	..	
Upper Primary.	" boys .	202	8,858	44	6,060	1,387	7,447	
	" girls .	9	337	37	45	53	98	
Lower Primary.	" boys .	773	22,038	29	5,411	3,445	8,856	
	" girls .	51	1,214	23	255	190	445	
TOTAL	.	1,057	33,687	...	13,201	5,855	19,056	
Forecast of expenditure under the head of books and other school requisites for the 5 years 1909-10 to 1913-14, adding 20 per cent. of the annual cost in view of the probable expansion of education.								Rupees 19,056 × 5 + 3,811 = 95,280 + 3,811 = 99,091.

STATEMENT E.

Statement of the probable cost of supplying Books and other school requisites free of charge for use of the children in Unaided Upper and Lower Primary and Middle Vernacular Schools, Burdwan.

Class of Schools.	Number of schools on the 31st March 1907.	Average number of pupils on the rolls monthly.	Average number of pupils per school.	Cost of books supplied to pupils.	Cost of other schools requisites for boys and girls (slates, pencils and papers).	Grand Total.	Remarks.
				R	R	R	
Middle Vernacular. For boys	4	191	48	260	130	390	The villagers will not grudge to pay for books and other requisites for the use of their children when they are relieved of their payment of school fees. Government need make no provision under this head.
Middle Vernacular. " girls	...	...	...	...	...	...	
Upper Primary. " boys	2	68	34	60	10	70	
Upper Primary. " girls	...	...	...	...	...	...	
Lower Primary. " boys	165	3,497	21	1,155	547	1,702	
Lower Primary. " girls	4	121	30	20	19	39	
Total	175	3,877	...	1,495	706	2,201	
Total annual cost	...	...	...	...	...	2,201	
For 5 years 1909-10 to 1913-14.	...	...	...	...	...	11,005	

From H. Foster, Esq., C.S., Chairman, District Board, Birbhum, to the Inspector of Schools, Burdwan Division, no. 352, dated the 19th July 1907.

In reference to the Director of Public Instruction's Circular no. 39, dated the 4th March 1907, forwarding copy of letter no. 883 of 22nd November 1906, from the Home Department of the Government of India on the subject of abolition of fees in the Middle Vernacular and Primary schools, I have the honour to state that I generally approve of the suggestions made by the Deputy Inspector of Schools, Birbhum, in his report on the subject.

From Babu Radha Nath Chatterjee, Deputy Inspector of Schools, Birbhum, to the Inspector of Schools, Burdwan Division, no. 125, dated the 27th April 1907.

In reference to your endorsement no. 2771, dated the 15th instant, on a copy of the Director of Public Instruction's Circular no. 38 of the 4th March 1907, forwarded with a copy of the Home Department letter no. 883, dated the 22nd November 1906, on the subject of abolition of fees in Primary schools, I have the honour to submit the following detailed report called for by you.

2. In the first part of my report I confine myself to making general observations only on the several points noted in the Home Department letter and the Director of Public Instruction's circular under reply relating to this district only, while in the second, the forecasts called for are given with such remarks as may be necessary to explain them. References have been made below to different paragraphs of the Director of Public Instruction's circular only, and the figures given relate to the year 1905-06 as required in that circular (paragraph 8).

General Observations.

3. *Paragraph 3.*—As the curricula in the first four classes of the Middle English schools now are different from those of Vernacular schools and corresponding classes of Primary schools as far as the teaching of English is concerned, and as it is also under contemplation further to differentiate them, no strong case can be made out for abolishing fees in the primary departments of Secondary English schools. In this connection, I beg to add that in most of the Middle Vernacular schools in this district English teachers are entertained, and English is taught, and these schools, though classed as Middle Vernacular, are for all intents and purposes Middle English schools. Of course all the boys of the first four classes in these, as in the Middle English schools in which English can be taught, do not read English; that subject being an optional one, it is to be determined therefore whether it will be compulsory to give up the teaching of English, in order that this class of schools may be eligible for enjoying the benefit of the abolition of fees.

4. *Paragraph 5.*—As far as schools in this district are concerned, I see none in which fees may be charged witl special permission without forfeiture of grant-in-aid.

5. *Paragraph 6.*—In the girls' schools in this district fees are not levied, except in two or three in which only nominal fees are charged. Besides, there are Sonthal schools in which no fees are realised. As regards receipts in kind and cash due consideration has been made in making calculations in connection with the forecasts.

FORECASTS.

6. *Paragraph 6.*—The payment in kind as far as this district is concerned is generally in the shape of the teachers' boarding expenses, while in some cases in that of rewards, such as a piece of cloth or an utensil. The teachers are either fed in rotation in the houses of one or more guardians or the persons taking interest in the school affairs or are given raw food-stuff, such as rice, pulses, vegetables, etc. The estimated money value of these payments in kind is shewn in the returns under the heads "Subscriptions" and "Other sources," and not that of "Fees," but it is not unlikely that the teachers' estimates may not always be accurate. The above procedure however is open to objection in so far as most of the guardians either pay no fees at all or pay at reduced rates in consideration of their payments in kind referred to above. I think therefore the amounts shown under the heads "Subscriptions" and "Other sources" of primary schools are to be included in the fee receipts, in estimating the grants required, when fees are abolished. The number of schools and the amount of expenditure for 1905-06 are shown below:—

STATEMENT I.

District Birbhum, for 1905-06.

Class of Schools.	Managed by Government or District Board.					Aided.					Total of Government and "Aided."					Total Expenditure from Public and Private Sources.						Remarks.
	Number of schools.	Number of pupils.	Expenditure from			Number of schools.	Number of pupils.	Expenditure from			Number of schools.	Nub-ber of pupils.	Expenditure from			Government.		Aided.		Total.		
			Fees.	Other sources.	Total.			Fees.	Other sources.	Total.			Fees.	Other sources.	Total.	Public sources.	Private sources.	Public sources.	Private sources.	Public sources.	Private sources.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
Middle Vernacular, Boys	3	284	1,813	122	1,935	9	547	3,052	916	3,968	12	831	4,865	1,038	5,903	530	1,935	918	3,968	1,448	5,903	
Middle Vernacular, Girls	...	...	...	...	...	1	24	100	63	163	1	24	100	63	163	...	...	299	163	299	163	
Upper Primary, Boys	2	81	47	...	47	96	3,981	7,970	910	8,880	98	4,062	8,017	910	8,927	426	47	2,984	8,880	3,410	8,927	
Upper Primary, Girls	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
Lower Primary, Boys	...	...	...	...	...	711	16,588	26,793	6,870	33,663	711	16,588	26,793	6,870	33,663	...	...	8,831	33,663	8,831	33,666	
Lower Primary, Girls	...	...	...	...	...	71	1,085	77	129	206	71	1,085	77	129	206	...	...	2,045	206	2,048	206	
Total for Boys	5	365	1,860	122	1,982	816	21,116	37,815	8,696	46,511	821	21,481	39,675	8,818	48,493	956	1,982	12,733	46,511	13,689	48,496	
Total for Girls	...	...	...	...	...	72	1,109	177	192	369	72	1,109	177	192	369	...	...	2,344	369	2,344	369	
Grand Total for Boys and Girls.	5	365	1,860	122	1,982	888	22,225	37,992	8,888	46,880	893	22,590	39,852	9,010	48,862	956	1,982	15,077	46,880	16,033	48,862	

From the above statement it appears that ₨48,862 will be required for this district to compensate for the loss of income under the head "Fees" and "Other sources" as far as schools under public management and aided are concerned. If for incorrectness of figures with regard to the calculation of payment in kind, ₨1 a month or ₨12 a year per school be added, the total amount required will be ₨59,578 or ₨10,716 more.

7. *Paragraph 12.*—The fees of course are to be abolished on condition that the teachers exact none under any pretext whatever. It has been stated that it would be too early now to devise a workable system, and I beg to offer a few suggestions only to prevent any surreptitious levying of fees. They are:—

(1) The teacher shall receive no payment either in cash or kind from the villagers for his work either at or out of school on pain of dismissal.

(2) That he shall receive no reward whatever even when gratuitously offered without the previous permission of the Deputy or Sub-Inspector of Schools.

(3) That he shall not coach boys out of school and receive any remuneration on that account without the previous permission of the Deputy or Sub-Inspectors of Schools.

8. *Paragraph 10.*—The number of unaided schools with necessary particulars as returned in 1905-06 is shown below:—

STATEMENT II.

District Birbhum, for 1905-06.

Class of Schools.		Unaided Schools.					Cost per each aided school.				Forecast for unaided schools.				Remarks.
		Number of schools.	Number of pupils.	Fees.	Other sources.	Total.	From public sources.	From private sources. Fees.	From private sources. Other sources.	Total.	Public sources.	Fees.	Other sources.	Total.	
1		2	3	4	5	6	7	8(*a*)	8(*b*)	9	10	11	12	13	14
				R	R						R	R	R		
Middle Vernacular	Boys	3	229	899	394	1,293	102·0	339·1	101·7	542·8	306	1,017	305	1,628	
	Girls	...	...	...	...	...	...	...	...	...	...	...	...	...	
Upper Primary	Boys	1	34	67	...	67	31·0	88·0	9·5	123·5	31	83	10	124	
	Girls	...	...	...	...	...	...	...	...	...	...	...	...	...	
Lower Primary	Boys	78	1,417	1,795	578	2,373	12·4	37·6	9 6	59·6	967	2,933	749	4,649	
	Girls	20	282	...	30	30	28·8	1·0	1·8	31·6	576	20	36	632	
Total for	Boys	82	1,680	2,761	972	3,733	...	...	...	...	1,304	4,033	1,064	6,401	
	Girls	20	282	...	30	30	...	...	...	...	576	20	36	632	
Grand Total		102	1,962	2,761	1,002	3,763	...	...	...	...	1,880	4,053	1,100	7,033	

The total cash as calculated above is ₨7,033 inclusive of ₨1,880, the amount to be required as contribution from public sources for grant-in-aid.

9. *Paragraph 11.*—It is too early now to make anything like an accurate estimate of the expected increase in the number of schools and pupils. In the forecasts given the calculation has been made on the assumption that an accession of pupils by 20 per cent. at least in five years or 4 per cent. a year on an average may fairly be expected:—

STATEMENT III.

Class of Schools.		Number of schools in 1905-06.	Estimated cost in 1908-09.	Forecasts for 1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	Remarks.
1		2	3	4	5	6	7	8	9
			₨	₨	₨	₨	₨	₨	
Middle Vernacular.	Government aided.	13	6,066	6,308	6,550	6,792	7,034	7,276	
	Unaided .	3	1,628	1,693	1,758	1,823	1,888	1,953	
Upper Primary.	Government aided.	98	8,927	9,284	9,641	9,998	10,355	10,712	
	Unaided .	1	124	129	134	139	144	149	
Lower Primary.	Government aided.	782	33,869	35,224	36,579	37,934	39,289	40,644	
	Unaided .	98	5,281	5,492	5,703	5,914	6,125	6,336	
Total .	Government aided.	893	48,862	50,816	52,770	54,724	56,678	58,632	
	Unaided .	102	7,033	7,314	7,595	7,876	8,157	8,438	

10. *Paragraphs 13 and 14.*—Properly speaking there is no such source of income as *bonâ fide* voluntary subscriptions in primary schools, the amount shown under that head being the money value of the things given to teachers for which pupils are wholly or partially exempted from payment of fees. In middle vernacular schools also subscriptions are realised only in schools in which the income from fees supplemented by grant from public sources, if any, is not sufficient to meet the establishment charges.

11. The statement I given under paragraph 6 will show the amount under the head "Subscriptions" and "Other sources." The number of middle vernacular schools supported by subscriptions is 12 only, the amount varying from ₨19 a year to ₨200 per school. The primary schools as already stated have no subscriptions worth the name. Practically therefore all the schools after the abolition of fees will come under the Board's school system. The average cost per pupil of a school under public management is ₨8, and that of an aided school is ₨2-8. The cost therefore of bringing the aided schools under the Board's school system will be about three times of what it is now according to the calculation recommended in the Government letter. But considering the fact that the public managed schools in this district are only three middle vernacular schools under the District Board, and two practising upper primary schools in which the number of teachers is large with higher pay, that the aided schools mostly belong to the lower primary class in which the numbers of teachers is generally one with much less pay, and that the number of schools of the latter class (lower primary) is very large, the proportion as given above cannot in my humble opinion be taken as an accurate basis of calculation.

12. *Paragraph 15.*—As regards the proposal to supply books and other school requisites, I beg to add that this will serve as an incentive to attract a large number of pupils. But measures will have to be adopted for the safe custody of the books, etc., as well as for guarding against their misappropriation. Most of the primary schools have no houses of their own, and those which have any are generally badly housed; and this presents a great difficulty in the way of keeping the books and other school requisites in the school houses for distribution to the pupils when necessary. The forecasts called for are given below:—

STATEMENT IV.

Class of Schools.		Number of schools.	Number of pupils.	Number of pupils. Middle stage.	Upper stage.	Lower stage reading printed books.	Not reading printed books.	Total.	Estimated cost of books.	Forecast for 1909-10.	1910-11.	1911-12.	1912-13.	1913-14.
1		2	3	4	5	6	7	8	9	10	11	12	13	14
									R	R	R	R	R	R
Middle Vernacular	Government	3	284	117	79	82	6	284	493	513	533	553	573	593
	Aided	10	571	136	145	221	69	571	763	793	823	853	883	913
	Unaided	3	229	41	59	91	38	229	277	288	299	310	321	332
Primary Schools	Government	2	81	...	10	49	22	81	53	56	58	60	62	64
	Aided	878	21,654	...	1,273	12,003	8,378	21,654	11,459	11,917	12,375	12,833	13,291	13,749
	Unaided	99	1,733	...	22	773	938	1,733	700	728	756	784	812	840
Total	Government	5	365	117	89	131	28	365	546	569	591	613	635	657
	Aided	888	22,225	136	1,418	12,224	8,447	22,225	12,222	12,710	13,198	13,686	14,174	14,662
	Unaided	102	1,962	41	81	864	976	1,962	977	1,016	1,055	1,094	1,133	1,172

The cost per pupil in different stages has been taken as R2-8 in the middle, R1-14 in the upper primary, annas 10 in the upper section, and annas 3 in the lower section of the lower primary stage.

13. For convenience of reference I give below again the costs for abolishing fees in Government and aided schools as well as in unaided schools separately:—

STATEMENT V.

ON WHAT ACCOUNT.	AMOUNT REQUIRED EXCLUDING INCOME FROM OTHER SOURCES.		AMOUNT REQUIRED INCLUDING INCOME FROM "OTHER SOURCES."		REMARKS.
	Actual.	Including R12 per school for the inaccuracy of figures.	Actual.	Including R12 per school for the inaccuracy of figures.	
1	2	3	4	5	6
	R	R	R	R	
1. Cost of abolishing fees in Government and aided middle vernacular and primary schools.	39,852	50,568	48,862	59,578	
2. Cost of abolishing fees in unaided middle vernacular and primary schools.	5,933	7,157	7,033	8,257	

14. In conclusion I beg to state that I asked the Sub-Inspectors of Schools beforehand to take into account the actual income of the primary school teachers both in cash and kind at the time of collecting the last annual returns. The area of inspection of the Sub-Inspector of Schools, Labpur, being considered as a typical area, as recommended in the Director of Public Instruction's circular, it appears that the estimates made on the assumption that an additional R12 for the inaccuracy of figures is to be provided for each school are almost identical with what they would have been had the calculation been based on the figures in respect of that typical area.

From the Chairman, District Board, Bankura, to the Deputy Inspector of Schools, Bankura, no. 235-G., dated the 8th August 1907.

With reference to your letter no. 457, dated the $\frac{15th}{16th}$ ultimo, submitting a scheme about "Free primary education," I have the honour to inform you that the District Board at the meeting held on the 3rd instant, have adopted the scheme.

An extract from the Board's Resolution on the subject is herewith forwarded.

Extract from the proceedings of the Bankura District Board recorded at their meeting held on the 3rd August 1907.

* * * * * * *

2. Considered the resolutions of the Education Committee recorded at the last meeting and resolved:—

* * * * * * *

(b) That the scheme prepared by the Deputy Inspector of Schools about "Free primary education" be adopted as recommended by the Sub-Committee.

From the Chairman of the District Board, Bankura, to the Inspector of Schools, Burdwan Division, no. 237-G., dated the 10th August 1907.

With reference to your no. 5456, dated the 29th ultimo, asking for an expression of opinion on the subject of "Free primary education," I have the honour to send herewith a scheme about free primary education in this district as prepared by the Deputy Inspector of Schools and approved by the District Board at the meeting held on the 3rd instant.

An extract from the Board's Resolution on the subject is herewith enclosed.

Extract from the proceedings of the Bankura District Board recorded at the meeting held on the 3rd August 1907.

* * * * * * *

2. Considered the Resolutions of the Education Committee recorded at the last meeting, and resolved:—

* * * * * * *

(*b*) That the scheme prepared by the Deputy Inspector of Schools about "Free primary education" be adopted as recommended by the Sub-Committee.

From BABU BACHARAM GANGULI, Deputy Inspector of Schools, Bankura, to the Inspector of Schools, Burdwan Division, no. 189, dated the 8th May 1907.

In reference to your no. 2772, dated the 15th April 1907, with enclosures, regarding the abolition of fees in middle vernacular and primary schools, I have the honour to submit the following statements showing the general statistics of schools, scholars, and expenditure of these classes of schools as stood on the 31st March 1907.

From the above statement it will appear that the total number of boys of aided institutions of these descriptions was 981, and the number of pupils attending them 33,020.

Again, of these 981 schools, 23 were middle vernacular, 190 upper primary, and 768 lower primary schools. Besides, there were 169 girls' schools with 2,777 pupils. The total annual expenditure on boys' schools was R78,026, or R79-8 per school, and expenditure on girls' schools was R4,827, or R28-8 per school. But the amounts are too small to secure the stability of the schools and to attract qualified teachers. The figures shown as income from local sources are not much reliable, as primary schools have no daily cash-book. Income derived from local sources is generally in kind: its value in most cases is under-estimated, and in some cases is not shown in the return. From enquiry it appears that the income of a primary school from local sources is about one-fourth higher than that shown in the returns. If this estimate be taken as correct in the absence of accurate figures, still it is not sufficient to attract fully qualified men to accept posts of primary schools. In order to secure the stability of the schools, services of the qualified men are required, and their remunerations should be according to their qualifications.

For better management of schools, qualifications of teachers should be as shown below:—

Middle Vernacular Schools.

1. Head Pandit—Trained teacher. Final examination of a first grade training school.
2. Second Pandit—Passed Middle Vernacular or finished the 6th standard course.
3. Third Pandit—Passed the Upper Primary examination or finished the 4th standard course.

Upper Primary Schools.

Head Guru—Passed Middle Vernacular or finished the 6th standard course.

Second Guru—Passed Upper Primary examination or finished the 4th standard course.

Lower Primary Schools.

First grade Lower Primary Schools—Schools with above 40 pupils—2 teachers. These schools will develop into upper primary schools.

Second Lower Primary Schools—Schools with up to 40 pupils—1 teacher.

First Grade Lower Primary Schools.

Head Guru—Passed Middle Vernacular or finished the 6th standard course.

Second Guru—Passed the Upper Primary or finished the 4th standard course.

Second Grade Lower Primary Schools.

One Guru—Passed Upper Primary or finished the 4th standard course.

Girls' Schools.

One Guru—Passed Middle Vernacular or Upper Primary as found.

EXPENDITURE.

Middle Vernacular Schools.

	R
Head Pandit	18 a month.
Second „	12 „
Third „	8 „
Prize and Library	3 „
Contingencies	1 „
	42 × 12 = 504 a year.

Upper Primary Schools.

	R a.
Head Guru	12 0 a month.
Second „	8 0 „
Prize and Library	1 8 „
Contingencies	0 8 „
	22 0 × 12 = 264 a year.

Lower Primary Schools.

First grade lower primary schools.—These schools will develop into upper primary schools—

	R a.
Head Guru	10 0 a month.
Second „	8 0 „
Prize and Library	1 0 „
Contingencies	0 8 „
	19 8 × 12 = 234 a year.

Second Grade Lower Primary Schools.

	R a.
One Guru	8 0 a month.
Prize and Library	1 0 „
Contingencies	0 4 „
	9 4 × 12 = 111 a year.

Girls' Schools, Upper Primary.

	R
Head Guru	15 a month.
Second „	8 „
Prize and Library	3 „
Contingencies	1 „
Maid Servant	4 „
	31 × 12 = 372 a year.

Ordinary Girls' Schools.

	R a.
One Guru	6 0 a month.
Prize and Library	2 0 „
Contingencies	0 4 „
	8 4 × 12 = 99 a year.

In most cases teachers of some neighbouring schools will teach the girls' schools. In those cases remuneration from R4 to R5 a month will do. When separate teachers will be maintained, the pay should be from R8 to R10, average R6.

For remuneration of teachers for teaching girls in mixed schools, R500 a year.

The following statement will show the estimated cost of aided Middle Vernacular and Primary schools for the year 1908-09 in which it is assumed the fees will be abolished:—

For 1908-09.

Class of Schools.	Number of schools.	Estimated yearly expenditure on each school.	Total estimated expenditure on all schools.
		R	R
Middle Vernacular	23	504	11,592
Upper Primary	188	264	49,632
First grade Lower Primary schools with two teachers, one-third of the total number	256	234	59,904
Second grade Lower Primary schools with one teacher	512	111	56,832
Upper Primary schools for girls	5	372	1,860
Lower Primary	164	99	16,236
Remuneration to teachers for teaching girls in mixed schools	...	...	500
	1,148	...	1,96,556
Books and slates which may only be provided to pupils of aboriginal real indigent class	...	...	500
			1,97,056

Of these 1,150 schools, only 2 (model primary girls' school and Sonthal Training school shown here as Middle Vernacular schools) have suitable houses, and 29 houses have already been sanctioned. The remaining 1,120 school-houses are either to be newly built or to be remodelled according to the new plan of school-houses.

If for this purpose on an average R800 be sanctioned, the entire cost will be R8,96,000.

In addition to that school equipments and furniture are to be provided to the total number of schools, 1,150, which may be on average R100 for each school. On this head R1,15,000 will be required. For houses and furniture and equipments a sum of R10,11,000 will be required. If this amount be given in 5 years, *i.e.*, from 1908-09 to 1912-13, a sum of R2,02,200 will be required every year for expenditure on new houses and school equipments. Besides something should be provided for repairs of houses. Rupees 12,000 may be kept every year for this purpose. On this head not much will be required for first two years. The following six statements will show the amount to be required for expenditure for the next six years:—

For 1908-09.

	R
Total expenditure on schools as shown before	1,97,056
Houses and equipments	2,02,200
Repairs of houses	2,000
Total	4,01,256

For 1909-10.

			R	R
Total expenditure on schools as shown in the previous statements				1,97,056
Additional amount to be required for the increased number of schools—				
Middle Vernacular		1	504	
Upper Primary		5	1,320	
Lower Primary, 2nd grade		50	5,550	
Ditto	girls'	10	990	
				8,364
				2,05,420
Houses and equipments				2,02,200
Repairs of houses				3,000
				4,10,620

For 1910-11.

		R
Expenditure on schools as shown in the last table		2,05,420
Additional amount to be required for the increased number of schools—		
Middle Vernacular 1	504	
Upper Primary 5	1,320	
Lower Primary 50	5,550	
Ditto girls' 10	990	
		8,364
		2,13,784
Houses and equipments		2,02,200
Repairs of houses		6,000
Total		4,21,984

1911-12.

Expenditure on schools as shown in the last table		2,13,784
Additional expenditure to be required for the increased number of schools—		
Middle Vernacular 1	504	
Upper Primary 5	1,320	
Lower Primary 50	5,550	
Ditto girls' 10	990	
Additional remuneration to teachers for teaching girls in mixed schools	200	
		8,564
		2,22,348
Houses and equipments		2,02,200
Repairs of houses		9,000
Total		4,33,548

1912-13.

Expenditure on schools as shown in the last table		2,22,348
Additional amount to be required for the number of schools to be increased—		
Middle Vernacular 1	504	
Upper Primary 5	1,320	
Lower Primary 50	5,550	
Ditto girls' 10	990	
Additional remuneration for teaching girls in mixed schools	200	
		8,564
		2,30,912
Houses and equipments		2,02,200
Repairs of houses		12,000
		4,45,112

1913-14.

Expenditure on schools as shown in the last table		2,30,912
Additional amount to be required for the number of schools to be increased—		
Middle Vernacular 1	504	
Upper Primary 5	1,320	
Lower Primary 50	5,550	
Ditto girls' 10	990	
Additional remuneration to teachers for teaching girls in mixed schools	100	
		8,464
		2,39,376
New grant to 50 new schools for houses and equipments 900 each		45,000
Repairs of houses		12,000
Total		2,96,376

I beg to state that the salary and the travelling allowance of the Inspecting Pandit or Guru Inspectors are paid from Primary fund allotment. If services of this class of officers are retained an additional sum of R2,940 will be required every year. There are at present 11 Inspecting Pandits, and the yearly cost on this head is shown below:—

Number of Inspecting Pandits.	Monthly pay.	Cost for each officer's travelling allowance.	Total.	Total yearly.
	R	R	R	R
5	20	5	25	1,500
6	15	5	20	1,440
			Total .	2,940

The following abstract accounts will show the amount to be required for Primary education for the next six years:—

YEAR.	Expenditure on schools.	Houses and equipments.	Inspecting Pandits.	Total.
	R	R	R	R
1908-09	1,97,056	2,04,200	2,940	4,04,196
1909-10	2,05,420	2,05,200	2,940	4,13,560
1910-11	2,13,784	2,08,200	2,940	4,24,924
1911-12	2,22,348	2,11,200	2,940	4,36,488
1912-13	2,30,912	2,14,200	2,940	4,48,052
1913-14	3,29,376	57,000	2,940	3,89,316

I do not think that there is any necessity at present for making rules for preventing the realization of fees. So far I know the people are very reluctant to pay fees; and if they know that they are not required to pay anything for the tuition of their wards, I am almost confident that they will not pay anything to the teachers.

However, if rules on this point are required, they may be framed hereafter when necessity for them will occur.

Lastly, I beg to state that the Middle English schools have not been taken into account in the above estimate. Though they are classed as Secondary schools, yet in no way are they superior to Middle Vernacular schools, with the exception that a little English is taught in them. As the circumstance of the country now stands and business on all directions is improving, I think a little English will be required to carry on every kind of business, and time is not far distant when English is to be introduced in Primary schools. Even now postal addresses generally written in English are to be read, numbers of the currency notes are to be written, Railway receipts and invoices are to be read, and so on.

If this statement be taken as correct, I think Middle English schools should also be taken in the list of schools from which fees will be abolished from Primary and Middle Vernacular schools. I fear most of the schools of this description will collapse for want of sufficient number of boys on whom the existence of the schools depends. The cost of this class of school is s' own below:—

	Monthly.	Yearly.
	R	R
Head Master (F. A.)	25	...
Head Pandit—trained man	18	...
Second do., Middle Vernacular	12	...
Third do., Upper Primary	8	...
Prize and Library	3	...
Contingencies	1	...
Total .	67	804

In this district there are 28 aided and Board's Middle English schools and two unaided schools in need of grant from Board. If fees from these 30 schools are also abolished, there will be an additional expense of R24,120 a year over and above the estimate made above. As for houses and equipments I beg to state that these schools in most cases have suitable houses and furniture. I do not think house and equipment grant will be required for these schools. If the villagers are relieved of the burden of maintenance of them, they will volunteer to supply these schools with all the necessary things.

Statement showing the number of schools and scholars, Middle Vernacular and Primary, of the District of Bankura for the year 1906-07.

CLASS OF SCHOOLS.	Number of schools.	Number of scholars.	Public fund.	Fees.	Local sources.	Total expenditure.	Average annual cost for each school.	Average annual cost for educating each pupil.
			R	R	R	R	R a.	R a.
Boys' Middle Vernacular School.	23	1,223	5,050	3,384	2,263	10,697	465 0	8 11*
Boys' Upper Primary School.	190	8,474	8,731	10,300	3,213	22,244	117 0	2 10†
Boys' Lower Primary School.	768	23,323	12,603	23,181	9,301	45,085	58 11	1 14
Total .	981	33,020	26,384	36,865	14,777	78,026	79 8	2 5
Girls' . . .	169	2,777	3,820	30	977	4,827	28 8	1 11

* Includes Sarenga Training School.

† School for teachers which is no better than a Middle Vernacular School teaching all the subjects of standard.

From DONALD WESTON, Esq., I.C.S., Chairman, District Board, Midnapore, to the Inspector of Schools Burdwan Division, no. 462-E., dated the 6th August 1907.

With reference to your office memorandum no. 616, dated the 29th ultimo, forwarding a copy of a report from the Deputy Inspector of Schools, Midnapore, on the subject of making Primary education free, and your letter no. 5457 of the same date, I have the honour to say that it appears to me that the only point on which my opinion is necessary seems to be whether the scale laid down in paragraph 11 of the report is correct. I have given this my careful consideration, and am of opinion that it may be accepted.

Regarding the other figures, *viz.*, about the number of schools, etc., used by the Deputy Inspector from the educational returns, I have the honour to say that I have taken them as correct.

From A. S. H. HOSSAIN, Esq., Deputy Inspector of Schools, Midnapore, to the Inspector of Schools, Burdwan Division, no. 263, dated the 23rd May 1907.

In obedience to your no. 2773, dated the 15th April 1907, forwarding the Director of Public Instruction's circular no. 38, dated the 4th March last, regarding abolition of fees in Primary schools, I have the honour to submit as follows.

2. As it is admitted on all hands that the benefits of education should be extended to all children without exception, it is very desirable that education, at least primary education, should be made free. The primary education, as it exists in Bengal, has not reached the lower strata of society to the extent desired on account of imposition of fees. If the fees be abolished and the education made free, all obstacles in the way of general progress will be removed.

3. The following statement shows the number of all classes of Primary and Middle Vernacular schools in the district and the expenditure on them from different sources:—

Number of schools, aided and unaided.		Income from public source.	INCOME FROM PRIVATE SOURCES.				GRAND TOTAL.
			Fees.	Subscriptions, endowments, etc.	In kinds not included in returns.	Total.	
		R	R	R	R	R	R
Aided .	. 3,195	63,752	1,58,954	26,768	3,07,542	4,93,264	5,57,016
Unaided	. 822	...	29,683	6,117	92,684	1,28,484	1,28,484
Total	. 4,017	63,752	1,88,637	32,885	4,00,226	6,21,748	6,85,500

It appears from the above statement that the total number of schools in the district is at present 4,017, of which 3,195 are aided and 822 unaided. The cost of maintaining the aided schools is R5,57,016, of which R63,752 are from public funds, R4,93,264 from local sources, R1,58,954 from fees, and R3,34,310 from all other private sources.

The cost of maintaining unaided schools is R1,28,484, of which R29,683 is from fees and R98,801 from other sources.

4. In the case of aided Primary schools, the amount received by the teachers in kind which is not included in the Returns is approximately R3,01,205, and in the case of unaided Primary schools R90,684, while in aided Middle Vernacular schools the remuneration in kind is nearly R6,337, and in unaided it is R2,036.

5. The subjoined statement gives the estimate of the cost of maintaining the schools if fees be abolished, whether in money or in kind, exclusive of grant now given in the case of aided schools.

	R
Number of aided schools	3,195
Income from fees	1,58,954
Income from other sources	26,768
Approximate income in kind not included in the returns	3,07,542

6. With a view to safeguard that no fees, whether in money or in kind, shall be taken by teachers if fees are abolished, it is necessary that Lower Primary schools should have a Managing Committee, as the Upper Primary and Middle Vernacular schools have to look after the working of the schools under their management. The staff of the subordinate inspecting agency having been increased, the inspectional areas of the Sub-Inspectors have been considerably reduced, and hence they are in a position to pay more frequent visits to schools under them and to exercise greater vigilance in detecting frauds on the part of the teachers.

7. The forecast of the additional cost of bringing unaided Primary and Middle Vernacular schools on to the aided list is shewn in the table below:—

Class of Schools.	Number of schools.	Annual cost.
		R
Middle Vernacular	6	4,320
Upper Primary	11	3,564
Lower „	805	1,20,600
Total	822	1,28,484

Hence the additional annual cost of bringing the unaided schools on to the aided list in five years will be R25,697.

8. During the last five years there has been an increase of 63 Primary schools in the unaided list. It is a hopeful sign of the time that there is a general tendency on the part of the people to avail themselves of the benefits of education as is evidenced from the increase in the number of scholars under instruction. As the realization of their object will be further facilitated by the abolition of fees, we may reasonably expect an increase of 200 Primary schools during the next 5 years. The probable annual cost of bringing this number of schools on to the aided list in the course of next five years will be R6,480 according to the calculation made in the case of Upper and Lower Primary Schools.

9. The statement given below shows the number of aided Primary and Middle Vernacular schools for boys and girls and the expenditure on them from private sources excluding fees and the amount received in kind in the Board and Municipal areas of the district.

Schools in Board's area.					Schools in Municipal area.				
Class and number of schools.		Amount received from subscription.	Amount received from endowments and other sources.	Total.	Class and number of schools.		Amount received from subscription.	Amount received from endowments and other sources.	Total.
		R	R	R			R	R	R
Middle Vernacular	21	2,746	203	2,949	Middle Vernacular	1	35	...	35
Upper Primary	348	4,459	1,142	5,601	Upper Primary	7	...	...	...
Lower „	2,661	7,768	6,109	13,877	Lower „	60	93	...	93

On the abolition of fees in these aided schools in Board and Municipal areas and on their proposed transfer of management to the Board and Municipal bodies, the probable cost will come up to ₹4,55,928, of which ₹1,56,298 are fees and ₹2,99,630 in kind.

10. Mass education is expected to reach its acme if in addition to the abolition of fees, books and other school requisites be supplied for the use of the children without charge. The probable cost of such supply is estimated to be ₹60,000 per year.

11. In conclusion, I beg to submit that I have based my calculations of the cost of Middle and Primary schools on the rate of scales given below:—

Class of Schools.	Number of teachers.	Rate of pay.				Monthly establishment charge including servant and contingent.
		Head Pandit.	2nd Pandit.	3rd Pandit.	4th Pandit.	
		₹	₹	₹	₹	₹
Middle Vernacular	4	18	15	12	10	60
Upper Primary	2	15	12	...	...	27
Lower " . . .	1	12	...	...	...	12

From B. De, Esq., I.C.S., Chairman, District Board, Hooghly, to the Inspector of Schools, Burdwan Division, no. 724, dated the 2nd August 1907.

With reference to your no. 5458, dated 29th July 1907, I have the honour to state that my opinion on the subject of Free primary education in Bengal has already been given to the Deputy Inspector of Schools in my letter no. 688, dated 29th July 1907. The abolition of fees in Primary schools will be a great relief to the poorer classes of people and also to the poorer sections of the middle class. The proposal of the abolition of fees when given effect to will give an impetus to the spread of education. At the present day many poor people are deterred from sending their children to the schools on account of the necessity of paying schooling fees; if the fees are abolished they will feel less difficulty in sending their boys to the schools.

From Babu Sarat Chunder Mitter, Offg. Deputy Inspector of Schools, Hooghly, to the Inspector of Schools, Burdwan Division, no. 626, dated the 29th May 1907.

In obedience to your no. 2774, dated the 15th April 1907, forwarding a copy of the Director of Public Instruction's Circular no. 38, dated the 4th March 1907, and a copy of Government letter no. 883, dated the 22nd November 1906, on the subject of abolition of fees in Primary schools, I have the honour most respectfully to make the following observations on the subject:—

1. The abolition of fees in Middle Vernacular and Primary schools for boys and girls will be felt a great relief in several places and towns. In the former, the number of schools, but more of boys, are expected to increase more rapidly than in the latter. A forecast of the cost of these schools is given in the appended statements.

2. In the Middle Vernacular schools, so far as this district is concerned, instruction is imparted through the medium of vernacular, but some English is taught in most of them as an optional subject in the highest four standards to meet the requirements of the guardians intending to prepare their boys for admission into High English schools after they have gone through the full course of these Vernacular schools, though the Department has discountenanced this practice in this class of schools. If it is contemplated that fees will be abolished in these schools, Middle English schools levying fees may gradually cease to exist, or at least their number will considerably decrease. I would therefore humbly suggest that, before fees are abolished in them, proper steps should be taken to prevent the teaching of English in these schools, which will be a condition made compulsory on them that they may have the benefit of the abolition of fees and expect increased grants from Government.

3. There are no Middle Vernacular schools managed and maintained by Government or District and Municipal Boards. Of the 15 Middle Vernacular schools, 14 are aided and one unaided. The annual expenditure on the aided Middle Vernacular schools is ₹2,917 from public and ₹9,419 from fees and other sources. If fees are abolished in these schools, Government should have to bear an extra cost of ₹9,419 a year for these schools or ₹672 for each school (statement I).

4. There are in the district 3 Upper Primary schools for boys managed by Government, which are the practising schools attached to the *Guru* Training Schools. The annual cost of these three schools is ₹713, *i.e.*, from Provincial Revenues ₹645 and

from fees and other sources R68. The Government therefore has to pay R68 in addition to what is already paid for these schools from the Provincial Revenues. The number of aided Upper Primary schools for boys, as returned on 1st April 1907, was 113. The total expenditure on these schools from public sources is R7,728 and from fees and other sources R11,728. In these schools teachers are paid both in cash and kind. A part of the payments in kind is included under the head both of "fees" and "other sources." To make a more correct estimate of the cost from these sources, R1 a month or R12 on an average a year may be added in the case of each school, giving the actual receipt from private sources R11,841 a year for 113 Upper Primary schools or R105 for each school, which should be borne by Government as additional cost for Upper Primary schools.

5. There are no Lower Primary schools for boys managed by Government or District and Municipal Boards in the district. The number of aided Lower Primary schools for boys is 808. Annual expenditure on these schools is R14,100 from public funds and R50,999 from "fees, etc." As in Upper Primary schools to make a more accurate estimate R1 for each Lower Primary school a month or R12 a year or R9,696 in all, may be added to the amount of cost from private sources for these schools, giving a total of R60,696 for the existing aided Lower Primary schools for boys which the Government has to pay for them, or R75 for each Lower Primary school a year more than what it already pays. The total amount to be paid by Government, for each aided Lower Primary school for boys, will therefore be R92-5 a year, or R74,796 for 808 aided Lower Primary schools. The number of Upper Primary schools for girls is 24, all aided. If fees, etc., are abolished, R7,309 should be an extra charge on Government, the total Government cost being R12,458 for these schools, or R519 for each school. One hundred and twenty-eight aided Lower Primary schools for girls already cost Government R383 a year. Income from fees and other sources in these schools only amounts to R588. As most of these girls' schools are taught by male teachers who are attached to boys' schools, payments in kind are not separately taken into consideration in dealing with these girls' schools. The total cost estimated for Government to bear will therefore be R4,427 a year, or R34-10 per school.

Taking into consideration the fact that with the abolition of fees charged in Middle Vernacular and Primary schools, these classes of schools may be gradually increasing 4 and 5 per cent. respectively every year for the next 5 years, anticipated costs for Middle and Primary schools are estimated in the statement no. II appended. Total additional cost to Government for 14 aided Middle Vernacular schools R9,419. Total additional cost to Government for 116 Government and aided Upper Primary schools for boys R19,909. Total additional cost to Government for 808 aided Lower Primary schools for boys R60,696. Additional cost to Government for 24 aided Upper Primary schools for girls R7,309: as the number of this class of schools is not expected to rise, no additional cost need be estimated. Number of Lower Primary schools for girls will slightly increase with the abolition of fees, as fees are charged only in a very few of these schools, and the amount received from this source may be neglected.

As regards the estimated cost for each of the different classes of schools when it would be necessary to bring them under public management, I give below the scale of pay with qualifications of teachers of the several classes of schools with an account of other indirect charges.

Middle Vernacular Schools with 100 boys and upwards—

	R
1. Head Pandit, ex-student of 1st grade Training School	25
2. 2nd do. do.	20
3. 3rd do. Middle Vernacular passed	14
4. 4th do. Upper Primary passed	8
5. 5th do. do.	6
Prizes and Library	4
Contingent charges	2
Total	79

or R948 a year.

	R
Construction of school house	1,000
Furniture and teaching appliances	300
Total	1,300

Grand total of cost for each Board Middle Vernacular School	948
	1,300
Total	2,248

House repair ₹50 a year for next five years.

Upper Primary schools with 40 boys and upwards—

	R	a.	
1. Head Pandit, Middle Vernacular passed or passed *Guru* Training school examination with first grade certificate	15	0	
2. Second Pandit, Upper Primary passed	10	0	
Prize and Library	2	0	
Contingency	0	8	
Total	27	8	a month

or ₹330 a year.

Indirect charges—

	R
House	800
Furniture and teaching appliances	188
Total	988

Repair of house, ₹20 a year.

Lower Primary schools with 60 boys and upwards which may in future be raised to Upper Primary status—

	R	a.	
Head Pandit, Middle Vernacular passed or passed *Guru* Training school examination with first grade certificate	12	0	
Second Pandit, Upper Primary passed	6	0	
Prize and Library	1	0	
Contingency	0	4	
Total	19	4	a month

or ₹231 a year.

Indirect charges—

House	400
Furniture and teaching appliances	100
Repair of house	15

Estimates of Board's girls' schools may be considered to be the same as boys' schools.

The statement no. II shows the number of unaided schools with other necessary statistics. In the case of unaided Primary schools like aided schools ₹12 a year may be added to the account shown under "other sources" so as to calculate more accurately these figures as payments in kind are not wholly taken into account in getting these figures.

When fees are abolished in schools, I would propose that the following methods may be adopted to ensure that no fees whether in money or in kind shall be taken:—

(1) That the teachers shall be allowed payment in any shape from the guardians of the boys for their work as school masters on pain of dismissal.

(2) That the teachers on no account are concerned to take any remuneration for coaching boys out of school without the permission of the Department.

(3) That the teachers must not be allowed any voluntary rewards from the villagers in any shape for their appreciated services without the permission of the Department.

(4) That the teachers would arrange for their boarding for themselves instead of being a burden on the guardians.

There are almost very little schools of an exceptional character in which special permission should be given to charge fees, without forfeiture of the grants-in-aid hitherto received, and so nothing need be said in this connection.

As to supplying books and other school requisites in Primary and Middle Vernacular schools, I would propose that boys of only indigent classes and other backward races may be granted this privilege, total annual cost not exceeding ₹500 only.

STATEMENT I.

Class of Schools.	Managed by Government or District or Municipal Board.					Aided.					Total of Government and Aided.					Total Expenditure from Public and Private Sources.						Remarks.
			Expenditure from					Expenditure from								Government.		Aided.		Total.		
	Number of schools.	Number of pupils.	Fees.	Other sources.	Total.	Number of schools.	Number of pupils.	Fees.	Other sources.	Total.	Number of schools.	Number of pupils.	Fees.	Other sources.	Total.	Public sources.	Private sources.	Public sources.	Private sources.	Public sources.	Private sources.	
			R	R	R			R	R	R			R	R	R	R	R	R	R	R	R	
Middle Vernacular for boys.	...	...	...	...	...	14	1,143	60,659	2,760	9,419	14	1,143	6,659	2,760	9,419	...	...	2,917	9,419	2,917	9,419	
Upper Primary for boys	3	119	68	...	68	113	5,476	10,688	1,040	11,728	116	5,595	10,756	1,040	11,796	645	68	7,728	11,728	8,373	11,796	
Lower ditto	...	...	...	...	...	808	25,832	47,499	3,500	50,999	808	25,832	47,499	3,500	50,999	...	...	14,100	50,999	14,100	50,999	
Total of schools for boys.	3	119	68	...	68	935	32,451	64,846	7,300	72,146	938	32,570	64,914	7,300	72,214	645	68	24,745	72,146	25,390	72,214	
Upper Primary for girls	...	...	...	...	...	24	1,121	856	6,453	7,309	24	1,121	856	6,653	7,309	...	...	5,149	7,309	5,149	7,309	
Lower ditto	...	...	...	...	...	128	2,138	180	408	588	128	2,138	180	408	588	...	...	3,839	588	3,839	588	
Total of schools for girls.	...	...	...	...	...	152	3,259	1,036	6,861	7,897	152	3,259	1,035	7,861	7,897	...	...	8,988	7,897	8,988	7,897	
GRAND TOTAL	3	119	68	...	68	1,087	35,710	65,882	14,161	80,043	1,090	35,829	65,950	14,161	80,111	645	68	33,733	80,043	34,378	80,111	

STATEMENT II.

Class of Schools.	UNAIDED SCHOOL					COST PER EACH AIDED SCHOOL.				FORECAST FOR UNAIDED SCHOOL.			
	Number of schools.	Number of scholars.	Expenditure from			Total public sources.	Expenditure from		Total.	Public sources.	Expenditure from		Total.
			Fees.	Other sources.	Total.		Fees.	Other sources.			Fees.	Other sources.	
			R	R	R	R	R	R	R	R	R	R	R
Middle Vernacular Schools for boys	1	33	...	...	...	208·4	495·6	197·8	901·8	208·4	495·6	197·8	901·8
Upper Primary Schools for boys	1	104	240	288	528	68·4	94·6	9·2	172·2	68·4	94·6	9·2	172·2
Lower Primary Schools for boys	131	2,757	4,029	273	4,302	17·4	58·7	4·4	80·5	2,279·4	7,689·7	576·4	10,545·5
Total of Boys' Schools	133	2,894	4,269	561	4,830	294·2	648·9	211·4	1,154·5	2,556·2	8,279·9	783·4	11,619·5
Lower Primary Schools for girls	6	99	...	...	..	30	1·4	3·2	34·6	180	8·4	19·2	207·6
Grand Total	139	2,993	4,269	561	4,830	324·2	650·3	214·6	1,189·1	2,736·2	8,288·3	802·6	11,827·1

STATEMENT III.

The following statement shows the additional amount required for Government to bear for free Primary Education in the District of Hooghly for the next six years:—

Class of Schools.	Number of schools, 1906-07.	Estimated cost from private contribution including payment in kind for 1908-09.	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	Remarks.
		R	R	R	R	R	R	
Middle Vernacular aided.	14	9,419	9,795	10,187	10,594	11,002	11,442	
Middle Vernacular, unaided.	1	901	937	974	1,013	1,053	1,095	
Upper Primary Government and aided.	140	19,318	20,283	21,297	22,361	23,479	24,652	
Upper Primary, unaided	1	172	181	190	199	209	219	
Lower Primary, aided .	936	61,284	64,348	67,565	70,943	74,590	78,319	
Ditto, unaided	137	10,752	11,289	11,853	12,445	13,067	13,720	
Total of Middle Primary schools.	1,229	1,01,846	1,06,833	1,12,066	1,17,555	1,23,400	1,29,447	
Add for book supply, etc.	...	500	500	500	500	500	500	
Grand Total .	1,229	1,02,346	1,07,333	1,12,566	1,18,055	1,23,900	1,29,947	

From the Chairman, District Board, Hooghly, to the Deputy Inspector of Schools, Hooghly, no. 688, dated the 29th July 1907.

With reference to your no. 643, dated the 26th May 1907, I have the honour to state that I agree with you in holding that the abolition of fees in Primary schools will be a great relief to the poorer classes of the people and to the poorer section of the middle class men. The proposal for the abolition of fees when given effect to will give an impetus to the spread of education. At the present day many poor people are deterred from sending their children to school on account of the necessity of paying schooling fees. With the increase in the number of pupils there is every likelihood of an increase in the number of schools. I do not agree with you as to the methods which you propose for adoption to put a stop to the practice of taking by the teachers any sort of fee from the pupils or their guardians. You say that the teachers on no account are to be allowed to take any remuneration for coaching boys "out of school" without the permission of the Department. I do not think that this is in any way implied by the abolition of schooling fees. If the teachers are prevented from taking fees for the work done out of school hours, they are not likely to undertake the coaching gratis and the boys will be left to themselves and half the intention of the Government to stimulate the spread of education will be frustrated. It is also known that in villages and even in towns, the parents and guardians of boys utilize the services of teachers to teach their boys by allowing the teachers to board with them. If this also is prohibited, another mode of teaching the boys will be withdrawn. The teachers also will find great difficulty in arranging for their lodging and boarding with their small pay.

From the Deputy Inspector of Schools, Birbhum, to the Inspector of Schools, Burdwan Division, no. 495, dated the 27th July 1907.

I have the honour to submit herewith in original a letter, dated 25th instant, from the Chairman, Suri Municipality, containing his views on the question of free primary education.

From the Chairman, Suri Municipality, to the Officiating Deputy Inspector of Schools, Birbhum, dated the 25th July 1907.

I have received your letter of the 23rd instant, asking my views on the proposal of abolition of fees in Primary schools, and I beg to send them herewith—

(1) The abolition of fees should be extended to the primary classes of all schools which have classes for teaching the primary curriculum. It would only be fair if the operation of this system were not simply confined to the three classes of schools mentioned in paragraph 3 of the Director of Public Instruction's Circular no. 38.

(2) If total abolition of fees be a condition precedent to any school imparting primary education getting any grant-in-aid, the amount of compensation should be by all means large enough to maintain the position of the school at the standard prior to the abolition.

Regarding paragraph 11 of Government of India's letter no. 883, dated the 22nd November 1906, I am unable to follow the reasoning adopted that it would be more practicable to bring unaided schools under the grant-in-aid system to enable them to earn the compensation for abolition of fees instead of letting them retain their present status and giving them compensation for abolishing the fees for primary classes. If primary education is intended to be absolutely free, it would not be desirable to allow different systems to work side by side. The benefit of a free primary education should extend to all classes alike, and if an unaided should happen to be situated in place where other aided institutions exist, the result of the proposal made in the letter referred to would be either to compel the former to come under the grant-in-aid system which would not in my view be of any benefit to the Government, or to close its doors or undergo a serious recurring loss rendering its proper working doubtful, for it may be perceived that paying primary classes pitted against free ones, would not stand a chance of survival. I take it that the extension of education among the people is the main object of Government in introducing the system, and the more educational institutions exist, the better will this object be served. It would therefore be preferable to allow unaided schools to exist side by side with aided ones and to extend the same help to the former for abolishing the fees in the primary classes. It is true that there is a class of people who prefer to pay for the education of their children and think it rather humiliating that they should take it in charity as it were, and who have got the idea that the proper sort of instruction and care of their children would not be secured in a free institution, and in order to provide for such people there would always be room for private educational institutions which, catering as they would for a very limited number, would not be affected adversely by the proposed abolition of fees. The question of supplying books and other school requisitions free of charge to the children might follow as a legitimate corollary of the abolition of fees and make primary education an absolutely free one and make it available to the poorest even, though the cost to Government would no doubt be a considerable one.

In conclusion, I beg to add that in order to secure the widest prevalence for primary education and make it of substantial benefit to those who get it, the curriculum of instruction should be thoroughly practical, while the class of teachers employed should be much better trained than they are at present even with the course of instructions they undergo at the Guru Training institutions. I beg to return the enclosures sent with your letter.

From W. C. LYDIARD, Esq., Chairman, Bankura Municipality, to the Inspector of Schools, Burdwan Division, no. 260, dated the 4th August 1907.

With reference to your no. 5467, dated the 29th ultimo, inviting my attention to the Director of Public Instruction's Circular no. 39, dated the 4th March 1907, on the subject of proposal to abolish fees in the primary schools in Bengal, I have the honour to inform you that I had reported my views on the subject to the Deputy Inspector of Schools, Bankura, in reply to certain queries made by him in connection with the above circular. A copy of my letter on the subject is herewith forwarded for your information.

From W. C. LYDIARD, Esq., Chairman, Bankura Municipality, to the Deputy Inspector of Schools, Bankura, no. 71, dated the 29.h April 1907.

With reference to your no. 28, dated the 4th instant, asking for my opinion in connection with certain points regarding the proposal of abolition of fees in middle vernacular and primary schools, I have the honour to inform you that I have very little experience of the institutions concerned. I however note my replies in the order the queries are made collecting my informations as best I could.

(1) The number of teachers I propose for each kind of schools is noted below:—

For Middle Vernacular Schools	3
For Upper Primary Schools	2
For Lower Primary Schools	1

(2) The qualifications of the teachers should be as follows:—

For Middle Vernacular Schools—
1 Passed man of the Norman School.
1 ,, Middle Vernacular.
1 ,, Upper Primary.

For Upper Primary Schools—
1 Passed Middle Vernacular.
1 ,, Upper Primary.

For Lower Primary Schools—
1 Passed Upper Primary.

(3) The pay proposed for each class of teachers is as follows:—

	R	R
For a passed man of the Normal School	15 or	16
For a Middle Vernacular man		12
For an Upper Primary man		8

(4) The monthly expenditure of each kind of schools should be as follows:—

Kind of Schools.	Pay.	Contingencies.	TOTAL.
For a Middle Vernacular School	16+12+8=36	2	38
For an Upper Primary School	12+8=20	1	21
For a Lower Primary School	8= 8	1	9

(5) The present income of a school derived from fees, as also from contributions from private and public funds, is not sufficient for an efficient management of the school.

(6) I do not think that voluntary contributions will be forthcoming to meet any deficit, even if Government undertakes to pay an additional grant equal in amount to the loss that would be sustained by an institution by abolition of fees.

(7) The average income of a teacher of a primary school from local sources ranges from R5 to R6 per month besides fooding.

(8) I do not know whether the present staff of teachers are sufficiently qualified.

(9) I think the lower classes of High Schools which are formed on vernacular basis will be affected to a certain extent if fees be abolished from primary schools.

(10) It will not be desirable to supply books, slates, etc., to the students. All that is necessary in this direction is the supply of the necessary equipment to the schools.

(11) The average monthly expenditure for primary and middle vernacular schools within the municipality from the public funds would be as follow in case of abolition of fees:—

Middle Vernacular Schools	(2)×38= 76
Upper Primary Schools	(7)×21=147
Lower Primary Schools	(18)× 9=162
TOTAL	385

From Babu UMESH CHANDRA CHOUDHURY, Chairman of the Vishnupur Municipality, to the Inspector of Schools, Burdwan Division, no. 131, dated the 1st August 1907.

With reference to your no. 5468, dated the 29th July 1907, inviting attention to the Director of Public Instruction's Circular no. 39, dated the 4th March 1907, on the subject of Free Primary education, and requesting an expression of my opinion on the subject, I have the honour to state for your information that I have already furnished my opinion on the above subject to the Deputy Inspector of Schools, Bankura, with this office no. 22, dated the 23rd April 1907, in reply to his letter no. 29, dated the 5th April 1907, according to the instructions contained in the said circular of the Director of Public Instruction, Bengal. However, a duplicate copy of my above letter is herewith enclosed.

From Babu UMESH CHANDRA CHOUDHURY, Chairman of the Vishnupur Municipality, to the Deputy Inspector of Schools, Bankura, no. 22, dated the 23rd April 1907.

With reference to your no. 29, dated the 5th instant, requesting my opinion on certain points on Primary including Middle Vernacular education according to the instruction contained in the Circular no. 39, dated the 4th March 1907, from the Director of Public Instruction, Bengal, I have the honour to state the following.

1. There should be at least two teachers in each kind of schools, *viz.*, Middle Vernacular school, Upper Primary, and Lower Primary schools, and in consideration of the number of boys in each of the schools, the number of teachers is to vary.

2. Qualifications of the teachers of the Middle Vernacular school. I beg to state that the Head Pandit should be a passed candidate of Hooghly Normal school, 2nd Pandit should be of second-year class of that school.

3. Head teacher of the Upper Primary school should be a second-year student of Hooghly Normal school, or a passed candidate of Middle Vernacular Examination, and second teacher a passed student of Upper Primary Examination. As regards the Lower Primary schools the head teacher should be a passed student of Upper Primary Examination and second teacher of Lower Primary Examination.

	R
Pay of Head-teacher, Middle Vernacular school, should be	15
2nd ditto ditto	6
Pay of the Head-teacher, Upper Primary school, should be	8
2nd ditto ditto	6
Pay of Head-teacher, Lower Primary school, should be	6
2nd ditto ditto	3

4. Besides the above, the monthly contingent expenditure of the Middle Vernacular school should be ₨1.

Monthly contingent expense, Upper Primary school, should be		. . . .	8 annas.
Ditto	Lower	ditto	4 „

5. Present income from fees and private and public fund contributions is quite insufficient for the efficient management of the schools.

6. Voluntary contributions from the people as a matter of fact is expected to meet any deficit under any circumstances.

7. The present average income per month of a teacher of a Primary school from local sources in cash only, and that too is very meagre, is not more than ₨3 per month. There is no income in kind within the town.

8. The present staff of teachers employed in Middle Vernacular, Upper Primary and Lower Primary schools are, I think, not generally qualified for the posts they hold at present.

9. I think the school of higher disposition will be affected to certain extent in case the fees being abolished in Middle Vernacular and Primary schools.

10. In Middle Vernacular and Primary schools, it is desirable to supply books and slates to the poor boys, who have no means to afford the cost of purchasing them; the cost thereof will in average be ₨2 a month in each school.

11. In case of fees being abolished the average monthly expenditure for Primary and Middle Vernacular schools in my municipality will be ₨1,473 a year, as stated below, besides the cost of purchasing books.

There are 11 Primary schools in the town of Vishnupur, of which 4 Upper Primary and 7 Lower Primary.

The pay of teachers in each Upper Primary school is ₨14-8, which in four such schools amounts to ₨696 a year.

The pay of teachers in each Lower Primary school is ₨9-4, which in seven such schools amounts to ₨777 a year.

From the Chairman, Midnapore Municipality, to the Inspector of Schools, Burdwan Division, Hooghly, no. 640, dated the 6th August 1907.

With reference to your letter no. 5470, dated 29th July 1907, inviting attention to the Director of Public Instruction's Circular no. 39 on the subject of Free Primary education in Bengal, for an expression of my opinion on the points raised by the Government of India, I have the honour to state as follows.

2. Education is a precious gift from a wise ruler to his royal subjects, and Free popular education is, if traditions are to be believed, a boon which the people living under a civilized Government may fairly lay claim to. The proposal which has been made by the Government of India, and supported by the Bengal Government, to abolish fees in Primary and Middle Vernacular schools, is highly commendable. The people of India, therefore, have reasons to rejoice at the prospects of the inestimable boon which the benign Government is about to confer on them.

3. We are obliged to the Government of India for these informations "The schools in which fees are to be abolished are Upper Primary, Lower Primary and Middle Vernacular schools for boys and for girls, whether managed by Government, by Municipality, by District Boards or by private persons with the aid of grants from public funds." We are further informed that "the schools which may be permitted to charge fees are (1) all primary schools for Europeans, (2) all Unaided Primary and Middle Vernacular schools, and (3) a few of the aided schools specially recommended by Inspector of Schools."

4. An aided Primary school may be allowed to charge fees if the amount of Government grant is found to be insufficient to meet all the educational needs of the schools. If, for instance, an aided Primary school requires a pucca building for its location, or if some extension of the old school building is necessary, or if it requires many articles of furniture, such as chairs, benches, tables, writing desks or black boards, or if a large stock of books, maps, charts, globes are required, or if a large increase in the number of students necessitates some additions to the tutorial staff, that school may be allowed to charge fees in spite of the grant-in-aid which it enjoys. But a careful enquiry must needs be made before the permission is granted.

5. The abolition of fees in Primary and Middle Vernacular schools will, it is plain, result in the abolition of many, if not all, of the unaided schools of those classes. Some of the unaided schools will surely be added on to the list of aided schools. Government will now have to bear a twofold cost, *i.e.*, the cost of maintaining whole and entire (1) all the schools now called aided schools, (2) many of the schools now called unaided schools. Separate estimates of cost will have to be made to ascertain, after very careful enquiries, (*a*) the amount of the cost of abolishing fees in Primary and Middle Vernacular schools, and (*b*) the amount of the additional expenditure

which Government will have to bear when unaided schools become aided. None but Inspectors of Schools, who have had a large experience in these matters by touring from one place to another, can give correct figures in these estimates, and Government will have to rely on these figures.

6. It is proposed that after the abolition of fees has been given effect to, no schools shall be allowed to levy fees either in money or in kind. Certainly not. But how to prevent the levy of fees, is a serious question. I beg to suggest the following preventive measure. Let it be announced in the *India Gazette* that fees are remitted in Primary and Middle Vernacular schools, and that after this public announcement if any school be found guilty of levying fees in any shape, the offending school shall be abolished. A list of offenders shall be published by the Inspector of Schools and circulated among the Pandits of different schools. Private enquiries shall also be made by the inspecting staff while on tour in the Mufassal.

7. I approve of the Government of India's proposal to supply free of charge books and other school requisites in Primary and Middle Vernacular schools. In this connection I beg to suggest that students may be permitted to take out books for study from the School Library, if it happens to possess one.

8. Whether it would be feasible on the one hand, or advisable on the other, to abolish fees in Primary and Middle Vernacular schools *per saltum*, I am not sure. I beg leave to propose that like all tentative measures, it may be introduced slowly and by degrees, for it is a common saying 'slow and steady wins the race.'

9. The question of compensation should be carefully considered in determining the amount of grant-in-aid to those Primary and Middle Vernacular schools which ask for grants from public funds. All subscriptions and voluntary contributions which amount to only five lakhs should cease after the abolition of fees has been given effect to, when all distinction between aided schools and Board schools would disappear. We are informed that in March 1905 an Imperial assignment of 35 lakhs was made for the expansion and improvement of Primary Education.

Inspectors of Schools alone will be able to form correct estimates and to submit statistical reports with correct figures.

10. The Government of India anticipate that when fees will be abolished many schools will come under the direct management of District and Municipal Boards. In other words, the abolition of fees in Primary and Middle Vernacular schools will result in the introduction of the Board School system in India. On this subject I beg to submit that the Board School system, which largely prevails in America, in England, and on the continent, may be, and certainly is, a very good system in itself; but those who have had an experience of its working can say with some show of authority how it will work in India. For myself, I am not very sanguine of its success, for I know that with the limited resources at its disposal, no Municipal Board, saddled, as it already is with a portion of the cost of secondary education, will be able to meet all the requirements which the interests of education imperatively demand.

11. I am glad to observe that the defect of the Anglo-Vernacular system of education which has been introduced into High schools has attracted the keen attention of the Director of Public Instruction, Bengal. Under the new Regulations of the University, the standard of the matriculation examination is raised. Text-books in English are abolished, and yet the period of study is reduced from nine to four years by the introduction of the Anglo-Vernacular system. Under this system, the first four classes in a High school receive instruction through the medium of English in all subjects except the second language; while in the remaining classes from the 5th class downwards, students receive instruction in all the subjects through their own Vernacular, English being taught only as a second language. It is needless to report that English is a foreign tongue, and, as such, it is by no means easy for natives of India to master it in four years' time. All experienced teachers are agreed in this point, that the substitution of a four years' course for a nine years' course is a palpable mistake which requires correction at an early date. Mr. Earle, the able, energetic, and intelligent, Director has noticed it. He assures us that 'a revision of the curriculum is in contemplation,' and that 'a more extended provision is to be made for the teaching of English in the lower departments of High schools and of Middle English schools.'

In this connection it may be said that all Indian educationists are unanimous in their opinion that the Kindergarten system of education is a total failure in India. Need I say that the subject cannot be taught by means of charts, and diagrams, and a few dolls? No one will say that the object for which it was introduced is fulfilled.

It now remains to be told how this Educational Reform tends to become one of the greatest of blessings. In these days of hard struggle for existence, aggravated by the crushing and blasting influences of scarcity and famine, the poorer classes of India can ill-afford to pay for the costly education of their children. Those who have no money to pay the *Guru Mahasay's* fee, are known to bring him paddy and rice in lieu of it. But now that Government has proposed to abolish fees in Upper Primary, Lower Primary, and Middle Vernacular schools, people will send their children to those schools in greater number.

From Babu KRITTIBAS MONDAL, Chairman of the Ghatal Municipality, to the Inspector of Schools, Burdwan Division, no. 82, dated the 5th August 1907.

With reference to your letter no. 5471, dated the 29th July 1907, I have the honour to offer my humble opinion on the subject of Free Primáry education as follows.

1. Free education of the masses is, no doubt, highly desirable. But if the object of Free Primary education be to smooth the ways to the secondary and Higher education, then the free education in the Primary and Middle Vernacular schools is most likely to affect the secondary or higher education of the boys. As a result of the abolition of fees in those schools most of the aided or unaided secondary schools will cease to exist. If the boys can receive free education in the Primary schools, then the guardians of the boys would be very reluctant to send their boys to be admitted into the Primary Departments of the secondary schools in which the course of studies prescribed is similar to that in the Primary schools. Primary education is but a stepping-stone to the higher education, and if that education be in any way affected, then the proposal for free Primary education would, I am sorry, not be a desirable thing. The proposed free primary education would not only affect the secondary education, but the primary education itself. The unaided primary schools, which solely depend for their existence on the fees received from the students, would be seriously affected. At present four out of five villages receive no education. If the private enterprise in the matter of education, which is to be encouraged, be in the indirect way discouraged, then the cause of education is sure to suffer much. In answer to the above objection it might be said that the Government would provide for the free education of all the boys and girls now attending the primary schools, whether aided or unaided. But from what is stated in paragraph 11 of the India Government letter no. 883, dated the 22nd November 1906, the said Government does not appear to be prepared for that sacrifice.

2. If fees be abolished and the Primary schools be managed with the existing teaching staff, then I suppose the grant-in-aid is to be increased by not less than R15 in respect of each Primary school and R40 in respect of each Middle Vernacular school.

3. After the abolition of fees the best method for preventing fees being taken would be by penalising the giving and taking of fees in any shape and by the Inspecting officers giving instructions to the boys and their guardians at the time of local inspection. The best safeguard against these underhand means is the payment of handsome pays to the teachers.

4. The actual income derived from fees not being known, it is not possible for me to give any forecast of costs as required in paragraph 18 (*c*) and (*d*). But this much I may say that the aid must be so increased as to compensate the average loss incurred by the abolition of fees.

5. If in consequence of the abolition of fees some or all of the Primary schools become schools directly managed by District or Municipal Boards, I do not know whether these Boards would be in a position to maintain the same.

6. If books and other requisites be supplied free of costs, the average cost per year on this source per head of students would be not less than R5.

From the Chairman of the Chandrakona Municipality, to the Inspector of Schools, Burdwan Division, no. 66, dated the 1st August 1907.

With reference to your office no. 5473, dated the 29th July 1907, I have the honour to inform you that I agree with the Director of Public Instruction's Circular no. 39, dated the 4th March 1907, on the subject of the Free Primary education in Bengal.

From RAI KISHORILAL GOSWAMI, BAHADUR, M.A., B.L., Chairman, Serampore Municipality, to the Inspector of Schools, Burdwan Division, no. 142, dated the 10th August 1907.

In compliance with the request made in your letter no. 5479, dated the 29th ultimo, and the subsequent reminder, I have the honour to submit the following observations on the proposals of the Government of India to abolish fees in Primary schools and the education of principles underlying those proposals by the Director of Public Instruction.

You have been asked by the Director of Public Instruction to submit certain estimates of costs. In the compilation of the figures and information which will form the basis of your estimates of costs, I am unable to render you any help, even in regard to Primary schools within my Municipality. The Municipality beyond paying an educational grant every year is hardly in touch with the administration of Primary schools. You as the inspecting head of the Educational Department of the Division have opportunities to collect the necessary statistics. You have asked my opinion on free Primary education in my Municipality, and I shall therefore address myself to some general questions connected with free primary education in urban areas. The

abolition of fees of primary education will mark a great advance in the cause of education of this country and tend materially to improve the position of the masses, the bulk of whom at present go without any elementary education of any kind. The spread of education amongst the masses will not only make them more efficient agriculturists and artisans, but better citizens. I have no doubt the proposed scheme will place education within the reach of the poorest inhabitants of the country. Its usefulness will be the most marked in rural areas.

In rural as also urban areas, about ten or eleven is the highest age to which we might reasonably expect the greater part of the children of the agriculturists and working classes would remain at school. After that their labour becomes too profitable to permit the parent, as a rule, to forego the help it brought. The schools should be so regulated as to be able to complete an elementary training in reading, writing and arithmetic within the limit of age referred to above. The question of free night schools for bigger boys and adults should not be lost sight of.

So far as I have been informed the Government aided Primary schools and schools in receipts of grants from the Municipality and the District Board situated within municipal areas teach English as an optional subject in order to make the pupils passed out of those schools fit to take their admission in English schools in some higher classes rather than in the lowest classes. I do not approve of this feature of the schools because of the inefficient instructive staff they employ to teach English. I quite agree with the proposal that the abolition of fees should be confined strictly to Lower and Upper Primary schools and Middle Vernacular schools where the teaching of English should be prescribed. The lower departments of efficient and well regulated High schools and the Middle English schools which are generally located in urban areas will be resorted to by sons of the middle and upper classes in preference to free elementary schools. It would be undesirable that the temptation of free but inefficient elementary English education would attract pupils away from the aforesaid English schools.

The experiment of Free Primary education should in the beginning be confined to a few backward districts and to schools solely under the management of the Education Department, and in exceptional cases should be extended to schools supported by local bodies or by grants-in-aid and local subscriptions. Schools which are entirely under private management may be left to themselves. Fees in all girls' schools should be abolished. This will give an impetus to female education, which is in a very backward condition in this country. I fully agree with the Government of India that strict measures should be taken to prevent the evasion of free education by teachers receiving remuneration from the pupils or their parents either in money or in kind. The teachers should be forbidden to receive voluntary gifts. The acceptance of voluntary gifts tend to abuses and infringement of the cardinal principles of free education.

I approve of the idea of supplying books and other school requisites free of charge in strictly rural areas or in backward districts. The question may be left to the discretion of Inspectors of Schools.

From the Chairman, Uluberia Municipality, to the Inspector of Schools, Burdwan Division, no. 16, dated the 31st July 1907.

With reference to your letter no. 5487, dated the 29th instant, I have the honour to inform you that the Uluberia Municipality was abolished in April last. The Director of Public Instruction's Circular no. 39, dated the 4th March 1907, was not received by me.

From the Hon'ble Mr. E. W. Collin, I.C.S., Commissioner of the Presidency Division, to the Director of Public Instruction, Bengal, no. 57-L.S.G., dated the 7th June 1907.

With reference to your circular no. 38, dated the 4th March 1907, regarding the proposal to abolish fees in primary schools, I have the honour to forward the report of the Inspector of Schools and annexed papers, and to regret that its submission has been delayed.

2. In paragraph 3 of his letter the Inspector has recorded some remarks on the general policy of the proposal to abolish fees. This appears to be beyond the scope of your enquiries, and therefore nothing need be said on the subject. The scope of the measure as set forth in paragraph 6 of the letter of the Government of India is generally accepted, and in paragraph 5 (2) of his letter the Inspector of Schools has suggested that the cases of the exceptional schools, referred to in paragraph 7 of the letter of the Government of India, can be met by allowing the payment of fees for the special subjects. I agree with the Inspector that in this Division no special measures are necessary to secure that fees are not realized after their abolition by Government.

3. I confess that I am unable to follow the figures in the Inspector's letter, showing the increased cost to Government from the abolition of fees. He has made the

calculation by schools and not by pupils, and instead of calculating the annual cost to Government for five years, he has calculated the total cost for a period of five years.

4. It is presumed that the figures in the Inspector's letter are correct, but I confess that I do not understand them. I should have expected to find that the cost to Government, owing to the abolition of fees, would bear some proportion to the amount of fees now realized. This does not appear to be the case. The fees realized in this Division appear from paragraph 8 of your circular to be R2,84,255, whereas the figures in the Inspector's letter are, on page 5, nearly five lakhs. I cannot in fact find any exact reply to paragraph 18 (*c*) of your circular. I would, however, observe that the Inspector's estimate of an annual expansion by 5 per cent. of lower primary schools as a result of the abolition of the fees, and the other advantages which it is proposed to give, is too low, at least in the first few years after the new system has been introduced. Schools are undoubtedly affected by the ability of the parents to pay the fees. In bad years the numbers fall off. If the fees are abolished, it is probable that there will be a large increase of pupils in existing schools as well as an increase of schools, in spite of the superior attractions of English schools.

5. A serious consideration is left, *viz.*, that of providing proper accommodation for the schools. If Government gives such direct encouragement to boys to go to school, it ought to provide that the school-houses are sanitary and properly equipped. This matter, however, appears to be beyond the scope of the present inquiry.

From P. Mukerji, Esq., B.Sc. (Lond.), M.R.A.S., Inspector of Schools, Presidency Division, to the Director of Public Instruction, Bengal (through the Commissioner of the Presidency Division), no. 4217, dated the 10th May 1907.

In reference to your circular no. 38, dated 4th March 1907, forwarding copy of a letter, no. 883, dated the 22nd November 1906, from the Government of India on the subject of abolition of fees in middle vernacular and primary schools and asking for a report on the points raised in the former, I have the honour to submit as follows.

2. I requested all the Chairmen of the District Boards and Municipalities in this Division to favour me with an expression of opinion. The Chairmen of the 24-Parganas, Nadia and Jessore District Boards, have sent their views, which I submit herewith in original. The Chairman of the Khulna District Board has sent an extract from the proceedings of the Board and I beg to submit it in original.

3. The Chairmen of the Municipalities have not all replied. Of those who have replied, some have said almost nothing about the scheme, while others, with the exception of the Chairman of the Garden Reach Municipality, take the proposal as a step in the right direction. The Chairman of the Garden Reach Municipality thinks the abolition of fees will have the effect of making the working classes unfit for the rough manual and menial work which they now do. They will, he says, have high hopes which will never be realized. They will consequently be a discontented lot. He further thinks, and in this view the Chairmen of the Nadia and of the Santipur Municipality agree, that the measure will have the effect of reducing the number of pupils in middle English and High English schools, and hence also the amount of the fee income in these schools.

4. But the whole country is keen about English education, and very few guardians, if any, will hesitate to pay school fees for their wards attending a middle English or high English school, as English is a recognized subject of study in such schools. Middle vernacular schools are decreasing in number year after year, and the number of High English and Middle English schools is increasing.

5. I shall now take the information asked for in the several paragraphs of your letter under reply, *seriatim.*—

(1) *Paragraph 3 of Director of Public Instruction's circular.*—The proposed abolition of fees should be confined to upper primary, lower primary and middle vernacular schools for both boys and girls.

(2) *Paragraph 5.*—The condition precedent to grant of aid should be that no fees should be charged in middle vernacular, upper primary and lower primary schools. I do not know of any exceptional schools to which this rule should not be applied. But if extra courses for subjects like joinery, tin-smith's work, etc., be taught in the schools, either a special grant should be sanctioned, or the levy of fees should be allowed for the purpose.

(3) *Paragraph 6.*—The practice of payment of fees in kind has, at least of late, been unknown in this Division. There are, however, occasional payments in kind, over and above fees, and the value of such payments is generally included in the returns under head "Endowments and other sources."

(4) *Paragraph 7.*—Besides the rules referred to in this paragraph, in Government or Board managed and in departmentally aided middle vernacular and upper primary schools, holders of scholarships (both upper primary and lower primary) are allowed to

read free, and with the consent of the Managers in the schools mentioned last (*vide* Rule 6, page 187, and Rule 18, page 190, Rules and Orders).

In aided middle vernacular schools for boys, Rule 3 in page 192 of the Rules and Orders about high schools is also in force, *i.e.*, 5 per cent. of the school population may be allowed to read free, and Muhammadans may be admitted as free students up to the limit of 8 per cent. of the total number of boys, but not exceeding 12 in all. Reference may here be made also to Rules 4 and 5, page 192, Rules and Orders. In continuation schools, the pupils pay no fees.

In upper primary and lower primary schools for boys, the levy of fees is regulated by the teacher, and there is no hard-and-fast rule for the remission of fees. In girls' schools, except those in Calcutta and its neighbourhood, fees are not charged as a rule. In mixed schools fees are paid chiefly by the boys.

(5) *Paragraph 8 of Director of Public Instruction's letter.*—The figures given in this paragraph for the Presidency Division are found to be correct after verification. It has already been stated in paragraph 3 above that payment of fees in kind does not obtain in this Division.

(6) *Paragraph 9 of Director of Public Instruction's letter.*—The additional allotment for improvement and extension of primary education made in March 1905, although not utilized to any great extent in 1905-1906 in the extension of primary education, will in the near future have the effect of increasing the number of children under instruction, in primary schools, and hence also the amount of fees collected. This has been taken into account in the preparation of the forecast.

(7) *Paragraph 10 of Director of Public Instruction's letter.*—The number of unaided middle vernacular and upper primary schools is but small, and is on the decline. It is in the case of lower primary schools for boys and girls that a forecast seems necessary as to how many will have to be taken on the aided list annually. There were in 1905-1906, 6 middle vernacular, 3 upper primary and 502 lower primary unaided schools for boys, and 2 upper primary and 72 lower primary unaided for girls. They were unaided for some reason or other, *e.g.*, non-conformity to rules; but they would be very glad to receive aid. It is therefore desirable that they should, as soon as this proposed system is brought into operation, be taken into the aided list. The number of lower primary schools that will annually have to be added to the aided list will not probably exceed 5 per cent. of the number of unaided lower primary schools stated above, or 25 schools a year.

The cost therefore will be—

For the 1st year.

	R
5 Middle Vernacular schools (leaving out 1 in Calcutta which is an endowed institution), 5×470=	2,350
3 Upper Primary schools, 3×152=	456
502 Lower Primary schools, 502×76=	38,152
2 Upper Primary girls' schools, 2×477=	954
72 Lower Primary girls' schools, 72×100=	7,200
TOTAL	49,112

For increase in four succeeding years.

	R
At R25 × 76 per year for boys' schools = (4 + 3 + 2 + 1 = 10) × 7,900=	19,000
At R4 × 100 per year for girls' schools = 10 × 400 =	4,000
Total	23,000

The total cost will therefore be R5 × 49,112 = 2,45,560 + 23,000 = . 2,68,560

(8) *Paragraph 11.*—It is not always the case that children are debarred from attending a primary school because they cannot afford to pay fees. Helping their parents in their domestic work or in the workshop, earning small incomes by serving other people as cowherds, etc., as well as want of any liking for education, are some of the causes which prevent many children of school-going age from joining primary schools. Again, it is not likely that children who will ultimately proceed to English secondary schools will, to any appreciable extent, join a vernacular school, in which no English is taught. The abolition of fees will not therefore result at once in a great increase in the number of children at school.

A forecast for five years, 1909-10 to 1913-14, as regards aided schools is submitted below.

From the last five years' figures it is found that the number of middle vernacular schools is steadily on the decline. It does not seem probable, therefore, that the abolition of fees will have the effect of raising their number, specially as no English is taught in them. The schools of this class are therefore left out of consideration in the forecast.

As regards the upper primary schools for boys, they are increasing at a small rate in the Presidency Division, outside Calcutta; but as there is a tendency to a very small increase of about 1 per cent. in their number, it is desirable to provide for a small expansion. About 2 per cent. of the present number, or 10 schools per year, may be taken to meet the probable requirements of the case.

As regards the lower primary schools for boys, the last few years' figures show a tendency to an increase in their number, which has been 2·5 per cent. on an average for the four years from 1901-02 to 1905-06. Taking into consideration this, as well as the probable expansion of the number of schools owing to abolition of fees, an annual increase of 5 per cent., or 180 schools a year, may be expected.

In the Presidency Division outside Calcutta an appreciable increase in the number of girls' schools may be expected only in lower primary schools. On the whole, an increase of 10 per cent., *i.e.*, 60 schools a year, may be expected.

The expenditure per year will therefore be—

		R
For 10 Upper primary schools for boys	10 × 152 =	1,520
„ 180 Lower „ „ „	180 × 76 =	13,680
„ 60 „ „ „ „	60 × 100 =	6,000
		21,200

For the first year the expenditure will be as per statement below:—

	Actuals for 1905-06. R
For 134 Middle vernacular schools for boys	62,925
„ 552 Upper primary „ „	84,140
„ 3,652 Lower „ „ „	2,78,442
„ 19 Upper „ „ for girls	9,097
„ 617 Lower „ „ „	61,751
	4,96,355

For the four succeeding years—

R4 × 4,96,355 + (4 + 3 + 2 + 1) × 21,200 = R19,85,420 + 2,12,000 = R21,97,420.

	R
Total expenditure for the five years from 1909-10 to 1913-14 = . . .	4,96,355
	+21,97,420
	26,93,775

On the same consideration, in Calcutta the number of upper primary schools for boys may increase by 3 annually, that of lower primary schools for boys by 10, and that of upper primary and lower primary schools for girls by 4 and 3, respectively.

The expenditure per year in Calcutta will be—

		R
For 3 Upper primary schools for boys	3×605=	1,815
10 Lower „ „ „	10×226=	2,260
„ 4 Upper „ „ for girls	4×432=	1,728
3 Lower „ „ „	3×130	390
		6,193

For the first year the expenditure will be as per statement below:—

		Actuals for 1905-06.
		R
For	5 Middle vernacular schools for boys	8,907
,,	1 ,, ,, school for girls	846
,,	28 Upper primary schools for boys	16,947
,,	201 Lower ,, ,, ,,	45,409
,,	28 Upper ,, ,, for girls	12,104
,,	60 Lower ,, ,, ,,	7,771
		91,984

For the four succeeding years R91,984 × 4 + (4+3+2+1) × 6,193 = R3,67,936 + 61,930 = R4,29,866.

Total expenditure for the five years from 1909-10 to 1913-14 = 91,984 + 4,29,866 = R5,21,850.

Grand total for the Presidency Division, including Calcutta, R26,93,775 + R5,21,850 = R32,15,625.

	R	
Deduct 5 times the amount paid from public sources in 1905-06 in the Presidency Division	2,00,293	
In Calcutta	36,369	R
	5 × 2,36,662 =	11,83,310

Net amount of expenditure from public sources in the five years from 1909-10 to 1913-14 = R20,32,315.

The above calculations have been made according to the average annual income of each class of schools in the two areas. In Calcutta, the income of schools both from public and private sources is much greater than that of schools in the districts outside Calcutta.

In the case of girls' schools in Calcutta, income from subscriptions and endowments have been left out of consideration, *i.e.*, in the above calculation it has been assumed that the missionary bodies will be allowed partly to support the girls' schools. In the case of boys' schools, no subscriptions are expected after abolition of fees. So the amount of income of schools from subscriptions and endowments and other sources has also been included in the calculations above.

It may be added that the income from public sources of all classes of schools in the districts is very small, which it is desirable to increase.

(9) *Paragraph 12 of Director of Public Instruction's letter.*—The publication of the order of abolition of fees and the payment of adequate remuneration to the teachers in lieu thereof, will, by itself, constitute a safeguard against payment of fees either in cash or in kind. A further insurance against such payments, voluntary or otherwise, will be to make it obligatory on the Sub and Assistant Sub-Inspectors when they go round to the schools to enquire of the people and the panchayats about the state of things in this connection and submit quarterly reports to the Magistrate through the Deputy Inspector, a copy being sent to the Inspector as well. The headmen of the panchayats may also be asked to submit quarterly reports to the Magistrate, as to whether the teacher of any school takes any amount, whether in cash or in kind, by way of tuition fees.

(10) *Paragraphs 13 and 14 of the Director of Public Instruction's circular.*—The voluntary contributions referred to in this paragraph may be expected in the case of girls' schools, specially those under Missionary management. These schools may therefore be allowed to enjoy voluntary contributions in the shape of subscriptions, in addition to Government grant, from patrons and other benevolent persons. The total number of aided middle vernacular, upper primary and lower primary schools for boys and girls in 1906-07 was 5,245 in the Presidency Division outside Calcutta, of which 4,334 were not in receipt of anything by way of subscriptions or from endowments or other sources. In Calcutta there were in all 266 aided middle vernacular, upper primary, and lower primary schools for boys and girls, of which 210 were independent of any income from subscriptions, etc. All these schools had their income from fees and aid only.

The figures given in paragraph 14 for the Presidency Division and Calcutta have been verified and found to be correct, except the number of schools, which should be 5,298. There were 175,890 pupils, male and female, in the Presidency Division outside Calcutta, and 17,060 in Calcutta, in aided upper primary, lower primary, and middle vernacular schools in the year 1905-06. Calculating at the rate of R5 per head as given in the Government of India's letter no. 895, dated 22nd November 1906,

the cost of taking over all aided upper primary, lower primary and middle vernacular schools under the direct management of District and Municipal Boards will be per year—

		R
For Presidency Division, 175,890	. . . .	×5=8,79,450
,, Calcutta, 17,060	. . . .	×5= 85,300
		9,64,750
Deduct the amount paid from public funds in 1905-06	. . .	2,36,662
	Total .	7,28,088

For the five years from 1909-10 to 1913-14 the additional cost will be 5×7,28,088 =R36,40,440. But allowance has to be made for the increase in the number of pupils, and during four years the increase may be taken roughly at 20 per cent.

The cost will therefore be greater by 20 per cent., *i.e.*, by R7,28,088=total cost R43,68,528.

(11) *Paragraph 15 of Director's letter.*—It will undoubtedly be a further relief to the poor agriculturists and other poor people who send their children to school if books, etc., are supplied free of cost to the pupils of primary and middle vernacular schools, and I consider this as a step in the right direction. Taking into consideration the prices of books used in the different standards and taking R2 as the average cost per head per year for slates, paper, pencil, ink, etc., the expenditure for the supply of all these to the number of pupils in aided middle vernacular and primary schools in 1905-06 in the Presidency Division outside Calcutta, as well as the additional schools which are likely to come into existence because of the abolition of fees, will amount to R1,50,331. This may therefore be taken as the probable annual expenditure on this head for each of the five years 1909-10 to 1913-14. On the same considerations the amount for Calcutta will come up to R14,878, total R1,65,209. The cost for five years will therefore be R1,65,209×5=R8,26,045.

6. In the forecast of expenditure given above I have taken the average annual income of each class of schools as at present. It will be seen that in the portion of the Division outside Calcutta, the average annual income of an aided upper primary school for boys is R152, of a lower primary school for boys is R76, of a girls' lower primary school R100, while that of a girls' upper primary school is R478. The average income of the three classes of schools, *viz.*, upper primary and lower primary for boys and lower primary for girls is small, being only R12⅔, R6⅓ and R8⅓ respectively. It can hardly be believed that *gurus* with such poor incomes do their work properly. In the case of upper primary schools the state of things becomes worse when it is remembered that in a very large number of upper primary schools there are two teachers. Thus in the year 1906-07 there were 562 aided upper primary for boys, and there were 863 teachers in them. It is therefore very desirable to increase the income of these schools, so that a better and more contented set of teachers may be employed in them.

An upper primary school for boys should therefore have R20 on an average as its monthly income. On the same considerations a lower primary for boys should have R10 on an average.

I may add that a monthly stipend of R8, 9 and 10 has been sanctioned for the *gurus* who will be trained at the *guru*-training schools. If these *gurus* after finishing their period of training find that they cannot earn even what they had as stipend at the training school, the result will not, I am afraid, be encouraging either for the success of the *guru*-training schools or for the expansion and consolidation of primary education. I beg to submit further that the pupils in a 1st grade training school get a stipend of R4 only, but they are appointed to posts worth R15 at least, whether in a school under public or private management. I therefore strongly recommend that on the abolition of fees in primary and middle vernacular schools the scale of remuneration of the teachers may be so fixed that their prospects may be a little brightened.

The amount of expenditure to be incurred according to the suggestions stated above is given below, taking as before the number of schools in 1905-06, for 552 aided upper primary schools for boys—

R552×240=R1,32,480.

For 3,655 lower primary schools for boys =R3,653×120=R4,38,360.

Girls' schools require a special treatment, as a maid-servant is necessary to bring the children to school and to take them home. The teachers have to be either women or men whom the people will trust. Such men will require a little higher pay than other men of similar qualifications. For all these reasons, these schools should receive aid at a higher rate than boys' schools.

The average grant to an upper primary school for girls may be R30 and to a lower primary school for girls R15 per month.

The cost of 19 upper primary schools for girls 19 × ₨30 × 12 = ₨6,840; of 617 lower primary schools for girls, 617 × ₨15 × 12 = ₨1,11,060.

The aided middle vernacular schools received ₨469 on an average, including subscriptions, etc. The Magistrate-Chairman, 24-Parganas, proposes to have only 4 classes, *viz.*, Standards III to VI, in middle vernacular schools, because he thinks an independent lower primary school is better than the lower primary department of a middle school. The Head Master of a middle vernacular school is a 1st grade Vernacular Master. Under the guidance and supervision of such a man, the Lower Primary Department of a middle vernacular school is sure to be better off than an independent lower primary school under an ordinary *guru*. I therefore beg to submit that ₨45 a month may be fixed as the average income of a middle vernacular school. The total cost of maintenance of the 134 aided middle vernacular schools will therefore be 134 × ₨45 × 12 = ₨72,360.

The total cost of maintenance of the aided middle vernacular, upper primary, and lower primary schools, both for boys and girls, in the Presidency Division outside Calcutta will therefore be—

Schools in 1905-1906—

	₨
For 134 aided middle vernacular schools	72,360
„ 552 „ upper primary schools for boys	1,32,480
„ 19 „ „ „ „ „ girls	6,840
„ 3,653 „ lower „ „ „ boys	4,38,360
„ 617 „ „ „ „ „ girls	1,11,060
Total	7,61,100

Additional Schools—

	₨
For 10 upper primary schools for boys 10 × 240 =	2,400
„ 180 lower „ „ „ „ 180 × 120 =	21,600
„ 60 „ „ „ „ girls 60 × 180 =	7,200+3,600
Total	31,200+3,600=34,800

Total for the Presidency Division outside Calcutta.

	₨7,61,100
	₨31,200+3,600
Total	7,92,300+3,600=7,95,900

For Calcutta.

Existing Schools—

	₨	
For 5 aided middle vernacular schools	8,907	
„ 28 „ upper primary schools for boys	16,947	
„ 28 „ „ „ „ „ girls	12,104	(Aid from public funds and fees only.)
„ 201 „ lower „ „ „ boys	45,409	
„ 60 „ „ „ „ „ girls	7,771	Ditto.
Total	91,138	

Additional Schools—

For 3 upper primary schools for boys	3 × 605 = 1,815
„ 10 lower „ „ „ „	10 × 226 = 2,260
„ 4 upper „ „ „ girls	4 × 432 = 1,728
„ 3 lower „ „ „ „	3 × 130 = 390
Total	6,193
Total for Calcutta	97,331

The total cost for the five years from 1909-10 to 1913-14 will therefore be—

5 (₨7,61,100 + 91,138) + (4 + 3 + 2 + 1) × (31,200 + 6,193) =
+ 3,600

5 × ₨8,52,238 + 3,73,930 = 42,61,190 + 3,73,930 = 46,35,120
+ 36,000 + 36,000 36,000

Total . 46,71,120

Deduct five times the amount to be paid from the public funds, calculating on the figures of 1905-06, R2,36,662 × 5 = R11,83,310.

		R
Net amount of additional Government expenditure		34,51,810
		36,000
	Total .	34,87,810

7. The change of aided schools to Boards schools referred to in paragraph 14 of Government of India's letter will bring forward the question of providing suitable house and furniture to these schools. This, however, is a matter, the consideration of which may perhaps be postponed for the present.

From J. G. CUMMING, Esq., Magistrate and Chairman, District Board, 24-Parganas, to the Inspector of Schools, Presidency Division, no. 86E., dated the 23rd April 1907.

With reference to your letter no. 2771, dated the 27th March 1907, asking for an expression of my opinion on the subject of the India Government's proposal to abolish fees in middle vernacular, upper primary and lower primary schools, I have the honour to state as follows.

1. *Paragraph 6 (a) and (c) of the letter of the Government of India.*—The middle vernacular schools are a mere higher development of the primary ones, and as the Government of India describes them, they "form an integral part of the machinery for the primary education of the masses" and "are as a rule superior village schools." Most of the rural boys who are ambitious enough to push on their education beyond the village *pathsala,* finish their education at the middle vernacular schools. The Government of India has very wisely resolved to include these institutions in its scope for the abolition of fees. It would make the higher form of primary education more popular and bring it within the reach of yearly increasing number of rural boys who were hitherto debarred from participating in the benefits of the local middle vernacular schools. The constant source of complaint of the Managers for the paucity of boys in the middle vernacular schools has been that they are not allowed to take in boys free except within the very narrow limit of 5 and 10 per cent., respectively, in the cases of the Hindus and Muhammadan boys. This bar being removed, these schools are expected to fill in appreciably.

2. *Paragraph 7 of the letter of the Government of India.*—I entirely approve of the idea of making the abolition of fees compulsory without leaving it to the discretion of the Manager to do it or not. Grant-in-aid to a school should be paid strictly on the condition of abolition of fees in it. There are no exceptional schools in this district to which permission should be given to charge fees.

3. *Paragraph 8 of the letter of the Government of India.*—I have nothing to add to the note of the Director of Public Instruction on this paragraph (*vide* Director of Public Instruction's Circular no. 38, dated 4th March 1907, paragraph 7). Only in four girls' schools in this district fees on a very low scale are levied.

Paragraph 10 of the letter of the Government of India.—In what I have to say on this point, I have been anticipated by the Director of Public Instruction in paragraph 9 of his circular referred to above. The Imperial grant referred to in this paragraph was allotted for and spent on school buildings.

4. *Paragraph 13 of the letter of the Government of India.*—The voluntary contributions to *pathsalas* in the shape of rice and vegetables on the occasion of some of the Hindu festivals are few and far between. They are almost a negligible quantity. When grains are paid in lieu of fees their value is entered in the calculation of the income of the *pathsalas.* When the scheme is in operation the inspecting officers may be instructed in their visits to the primary and the middle vernacular schools to explain to the villagers the Government order abolishing fees and ask them not to submit to it if any demand for fees is made of them. And we may rely on the sense of self-interest of the people against their submitting to the exaction of fee by teachers which in many cases have now to be realised with great pressure put on the guardians of the pupils. The penalty of forfeiture of appointment will prove a deterrent to the *gurus* realising any fees from boys either in kind or coin against the order of Government. It may be remarked, in this connection that in this district, with the exception of the Sunderban area, there is not much contribution, other than cash, as compared with Behar districts.

5. *Financial aspect of abolition of fees—(i) Primary schools.*—There are no primary schools under public management or that of the Board or Municipality in the

district. The four primary schools attached to the four Government training schools and the eight circle primary schools may be classed as under departmental management, but the Department has nothing to do with the fee income of them; it goes to remunerate the teachers who fix the rates of fees and realize the amount and appropriate it to themselves, besides the stipend or pay they get from the Department.

6. With the exception of the twelve schools named above, almost all the primary schools are the private ventures of their teachers. The amount these schools for boys got in the shape of subscriptions in 1905-06 was only R5,658 out of a total expenditure of R1,25,916 on them from all sources. The main income of these schools is derived from fees paid by the pupils and the stipend granted to them by the District Board or Municipalities. The girls' schools (primary), 226 in number, most of which are under Missionary management, returned a comparatively large amount of R14,753 as subscriptions against a total expenditure of R42,761 in them in 1905-06. The average income of a primary school from fees ranges from R5 to R15 a month, the latter figure being reached by the few *pathsalas* in the urban municipal areas or in very prosperous populous villages. What a primary school gets as stipends from the District Board or Municipalities varies from R1-8 to R8 a month. The primary schools situated in the Government estates enjoy in addition to the above a further pecuniary help from them which comes to R1 to R5 a month. Besides these sources of income there are others for the *gurus;* they eke out their poor income by taking up miscellaneous works for the villagers which they conveniently manage in addition to their duties as village school teachers. In some rare instances too the villagers find a bigha or two of land for the *guru* which is cultivated on his account and the produce is paid to him. From a consideration of all these, the average earnings of a primary school teacher may be taken to be R7-8 to R15 a month. An analysis of the actual figures for 1905-06 works out to the same amounts as the average earnings of a *guru*, as the following statistics will show:—

1905-06.

———	Cost from Provincial funds.	Fees.	Subscriptions.	Total.	Average cost for each school.
	R	R	R	R	
Lower Primary Schools.					
For boys, 1,271 . .	37,706	63,778	3,948	1,05,432	R82 per year or R7 per month.
,, girls, 224 . .	16,713	10,781	13,823	41,307	R185 per year or R15 per month.
Upper Primary Schools.					
For boys, 116 . . .	8,339	10,435	1,710	20,484	R176 per year or R15 per month.
,, girls, 2 . .	478	36	930	1,444	R722 per year or R60 per month.

In fixing the stipends of the *gurus* the amount should be such as to secure their undivided attention to their work. It would be fair, I think, therefore, if the remuneration of a primary school teacher is fixed at R10 per month for lower primary schools and R20 for upper primary schools which have generally two teachers. The number of lower primary schools for boys and girls in the district is 1,495 and that of the upper primary schools 118 in 1905-06. Cost of abolishing fees in them would be—

	R
1,495 × R10 × 12 months	1,79,400
118 × R20 × 12 ,, ...	28,320
Total .	2,07,720

Though the average allowance for each school is fixed at R10 per month for a lower primary school and R20 for an upper primary school, in actual distribution of it, there would be a wider range from R8 to R16 for lower primary schools and R15 to R20 for upper primary schools. The maximum grant will be earned by the schools in the urban municipal areas where the people value education better and have learnt to pay fees for their wards at higher rate and more regularly, and consequently the income of the *guru* is higher and steadier.

Unaided primary schools.—They have had but an uncertain and struggling existence. They would be only too glad to come under the general grant-in-aid system. The

number of such lower primary schools for boys and girls being 278 and upper primary 1, the cost of converting them into free institutions at the above rate would be—

	R
278 × R10 × 12 months	33,360
1 × R20 × 12 „	240
Total	33,600

The actual amount required on this head will not be so high, as 40 per cent. of these unaided schools are disqualified under the present rules on this behalf to receive any aid, their numerical strength being not of the required standard or the *gurus* ill-qualified. I think, therefore, two-fifths of the estimated amount of R33,600, *i.e.*, R13,440, will be actually required.

7. (*ii*) *Future increase of Primary schools.*—At present anybody who has had any pretence to letters and finds no employment ready at his hands starts a *pathsalá* with any number of pupils, however small, he can collect with promises of all sorts and however small his initial income from fees might be, in the distant chance of getting a stipend ultimately from the public funds. When all the primary schools would be made free, the chance of starting schools as a venture would be almost nil, as the people would refuse to support them by payment of fees or subscriptions when they could send their wards free of cost to a primary school in the village itself or its neighbourhood. The effect of abolition of fees would be to overcrowd the existing *pathsalas*. Rules will have to be framed to check this. If 50 pupils were taken as a maximum number which a primary school teacher can be allowed to teach many of the existing *pathsalas* outgrowing that limit on the abolition of fees in them will have to be split in two. In this way there would be increase in the number of primary schools. The actual increase in the number of primary schools, aided and unaided taken together, during the five years from 1901-02 to 1905-06 is given below. In the years of good crops, the primary schools multiply and in bad years many of them disappear:—

Year.	Increase in aided schools.	Total increase in aided and unaided schools taken together.	
1901-02	3·71	2·1	
1902-03	·02	5·6	
1903-04	6·6	7·0	
1904-05	6·8	4·3 Bad crops.	Unaided schools declined.
1905-06	1·2	1·4 Bad crops.	
	Total	20·4	

or an average increase of 4·08 per cent. a year during the past five years. The increase of population in the district during the ten years from 1891 to 1901 was 9·8 per cent., or in five years 4·9. In view of the above figures

	Population.
1891	1,891,288
1901	2,078,359

and considering that the pecuniary responsibility of the people in starting a primary school in future will be non-existent, and so bad and good crops not being a potent determining factor any longer, an average annual increase of 6 per cent., or 30 per cent. increase in the five years from 1909-10 to 1914-15 may be taken as a fair estimate. This future increase of 30 per cent. in the existing number of primary schools (1,613 in all for boys and girls), which will come to 483 schools, will entail an additional cost of $\frac{30}{100}$ of R2,07,720, or R62,316.

8. *The Middle Vernacular schools.*—There are 37 middle vernacular schools in this district. Two of them are managed by the District Board, 8 are departmental circle schools, and 1 is an unaided school and the remaining 26 are in receipt of aid either from the District Boards or the Provincial Revenues. The cost of the two District Board schools was R1,269 for maintaining its two middle vernacular schools; R3,091 was paid from the Provincial Revenues in 1905-06 for the eight circle middle vernacular schools. The aided schools get R10 to R13 a month for grant. The average fee income of them varies from R11 to R25 a month. Their monthly establishment charges range between R30 and R45 a month. The total cost of the 26 aided middle schools was R15,080 from all sources in 1905-06. In most cases of the aided schools the local subscription is a myth or a very trifling amount, though handsome amounts are returned every year on this head. They depend solely on fees and grants for their maintenance. In calculating the allowance to be paid to them in consideration of abolition of fees in them, the amount should be so fixed as to enable them to pay their establishment almost in full. Before proceeding to the consideration of this question I have one point to urge. The work done in the lower departments up to standard II of the middle schools is better done in primary schools. These lower classes are retained in these middle vernacular schools only for finance, thus giving

rise to unhealthy competition between them and the primary schools. Now that the financial consideration is removed, it would be better to insist on their abolition in the middle schools which would henceforward be made to consist only of four classes—standards III to VI. For the management of the four classes two teachers will only be required. Thus simplified, the middle vernacular schools would require R18 a month for Head Pandit's pay and R12 for that of the second pandit, or R30 a month. For this establishment I think it would be enough if the allowance for reimbursing the Managers of middle vernacular schools for the loss of fee income were paid R15 to R20 a month, or at an average of R17-8. The annual cost of the scheme of free tuition in middle vernacular schools would be as follows:—

	R	a.	
8 Circle middle vernacular schools	3,091	0	(including grant, fees and subscriptions).
2 District Board schools	1,269	0	
26 Middle vernacular aided schools, 26 × 360 =	9,360	0	
	13,720	0	
Average grant	11	8	
" allowance for fees	17	8	
Total	29	0	Say, R30 a month or R360 a year.

If however it is intended to maintain the middle vernacular schools in their present form with their lower departments complete, the cost will be—

	R
8 Circle schools	3,091
2 District Board schools	1,169
26 Middle vernacular schools	15,080
Total	19,340

9. (*iv*) *Future Expansion of Middle Vernacular schools.*—I am not sanguine about any considerable increase in the number of middle vernacular schools consequent on the abolition of fees in them. There is a widespread demand for some knowledge of English, and it is taught in some form or other in the generality of middle vernacular schools. On the promulgation of the order of Government abolishing fees in the middle vernacular schools and placing them entirely on the vernacular basis, I am afraid many of them will be converted into middle English schools. On the other hand, many successful upper primary schools will be raised to the middle vernacular standard. Making allowances for all these, an annual increase of 4 per cent. in their number will be an estimate near the mark. In five years there will be an increase of 20 per cent., or in 36 schools there will be an increase of eight schools in round number. At R360 a year these additional schools will cost R2,880. The existing one unaided middle vernacular school in the district, if it elects to come under grant-in-aid rules, will require R360 a year from Government for its allowance.

10. The total cost of launching the scheme of abolition of fees in the primary and middle vernacular schools of the district is shown below:—

	R
Primary schools	2,07,720
Middle vernacular schools	13,720
Total	2,21,440

The present contribution from the Provincial Revenues, including those from the District Board and Municipal funds, amounts to R70,000 in round numbers. The net increase will be R1,51,440, say, one and a half lakh.

11. *Paragraph 12 of the letter of the Government of India.*—As I have already observed, there is a great and growing demand for a knowledge of English, as it concerns more nearly one's chance of earning a livelihood. When the middle vernacular schools are more thoroughly differentiated from the secondary schools leading up to the University Entrance Examination, they will be converted in more favourable localities where there are a sufficient number of literate people into middle English schools. Then the cultivators and the petty traders whose children form the bulk of the pupils of the primary schools are not keen about their wards attaining to the middle vernacular standard. They are content if their wards learn the bazar accounts and read and write a little. The pupils of this class finish their education generally at the lower primary standard. I do not therefore entertain any hope of a large accession of boys in the middle vernacular schools owing to the abolition of fees. The poorer members of the literate classes, some of whom are from their straitened circumstances debarred at present from putting their boys into school, will be much benefited by the abolition of fees in the middle vernacular schools and there will be some increase of boys from this quarter. Taking all circumstances into consideration, I do not think there will be any large increase of middle schools in consequence of abolition of fees in them. I have put down the increment at 20 per cent. during the next five years.

12. *Paragraph 14 of the letter of the Government of India.*—As it has already been noted in paragraph 6 of my letter, the main income of the primary schools is derived from the fees paid by the scholars and the District Board or Municipal stipend. The subscriptions are almost negligible quantities. My impression is that on the abolition of fees in primary schools, they would be all public schools either under District Board or Municipal management. And my calculation of allowances for the *gurus* has been made on this supposition. The primary schools have scarcely any committee of management, except the upper primary ones, for which under the recent orders of Government, committees of management have been formed. The houses for the schools are either found by the *gurus* themselves, whose venture the *pathsalas* are, or by the villagers in some instances. As for furniture, it is in the majority of cases non-existent, or if there is any, in some cases it is either the gift of the Municipality or District Board or procured at the *guru's* own expense. A decent bungalow for a *pathsala* would cost R400 and furniture R60. If the expansion of *pathsalas* in the five years from 1909-10 to 1913-14 be taken at 30 per cent. of the total number of existing primary schools, the increase will come to R483. So for the future increase of primary schools will have to be provided 483 × 460 + R2,22,180, if the local help in these matters were dispensed with.

13. Ninety per cent. of the middle vernacular schools are in the same predicament as the primary schools as regards local subscriptions. The villagers in all cases find the house for the school sometimes with help of grant from the public funds or the Provincial Revenues and furniture also with the same help in many cases. The Managers of the school make arrangement for the board and lodging of teachers, but in large number of cases making deductions from the teachers' pay for this indulgence and in others free of cost. On the abolition of fees in them, the middle vernacular schools will be either departmental or District Board schools. In calculating the grant of allowances for fees I have kept these facts in view. A decent house for a middle vernacular school would cost R500 and furniture R100. If the Managers were relieved of this responsibility in school-making and the increase in the middle vernacular schools were taken 20 per cent. of the present number during the five years from 1909-10 to 1913-14, the increase being eight schools in all, in 36 schools in the district R600 × 8 = R4,800 will have to be provided for new middle vernacular schools for house and furniture. But I am not hopeful of such an increase in middle vernacular schools as has been shown by me in paragraph 11 of my letter.

14. *Paragraph 15 of the letter of the Government of India.*—As for the supply of books and other school requisites for the use of the children free of charge, I would suggest that it may be done for the pupils from the infant department to standard II, *i.e.*, the lower primary course. Those who would proceed to the upper primary or middle vernacular standard would be boys comparatively in easy circumstances whose guardians might not grumble at incurring a little expense for the education of their wards at this stage. It is hardly worthwhile to be generous in these matters. Further, a complete set of books at this stage would cost comparatively a large sum and the entire cost on this head would be too large. Confining ourselves to pupils up to standard II, the charges of supplying them with slates and books will be annas three for a slate and anna one to annas eight for a book, or annas four to annas ten in all for each boy. The number of boys at school up to standard II was 72,229 in aided primary schools in 1905-06.

15. In standards I and II the same books are taught. So if the books are given to boys of standard I, they would read them in standard II and no fresh books for these latter would be required.

16. Again, the boys already at school have got their books and slates, and it is not contemplated to supply them with fresh books or slates. The newly admitted boys will require them. The net increase in the number of pupils in lower primary schools in 1905-06 was 9,116. Supposing the number of boys that had left the school during the same year to be one-fourth of the new admission, it may be put down at 2,300 pupils. Hence the total new admission during 1905-06 may be estimated at 11,500 pupils in all.

15 per cent. in Standard I	1,725
20 „ 3rd year, infant	2,300
30 „ 2nd year, infant	3,450
35 „ 1st year, infant	4,025

Hence the annual cost will be—

	R a.
Standard I, 1,725 boys at annas 10 each (annas 7 for 2 books, Reader and Arithmetic, and annas 3 for slate)	1,078 2
3rd year infant, 2,300 boys at annas 5 each (annas 3 for slate and annas 2 for a book)	718 12
1st and 2nd year infant, 7,475 boys at annas 4 each (annas 3 for a slate and anna 1 for a book)	1,868 12
Total	3,665 10

17. But I am afraid this is going too far. The pupils may be left to find their books and other school requisite for themselves.

From J. A. EZECHIEL, Esq., C.S., Magistrate of Nadia, to the Inspector of Schools, Presidency Division, no. 1075-J.G., dated the 24th April 1907.

With reference to your no. 2772, dated the 27th March 1907, I have the honour to say that in the absence of facts and figures I am not in a position to express any opinion on the proposals of the Government of India.

I do not anticipate any difficulty whatever in ensuring that no fees shall be taken, if fees are entirely abolished. So far as this district is concerned, it will be quite sufficient if the fact of the abolition of fees is widely published through the instrumentality of the village chaukidar and the village panchayet.

I regret the delay in replying to your letter, which was without my knowledge sent to the Deputy Inspector of Schools for report, and was returned by him to me yesterday.

From B. C. SEN, Esq., I.C.S., Chairman, District Board, Jessore, to the Inspector of Schools, Presidency Division, no. 14-E.B., dated the 6th April 1907.

With reference to your letter no. 2773, dated the 27th March 1907, on the subject of the abolition of fees in primary and middle vernacular schools, I have the honour to express my views as follows on the several points on which an expression of opinion is possible from me, raised in circular no. 38, dated 4th March 1907, from the Director of Public Instruction to your address.

Paragraph 3.—I agree that the proposal should be extended to primary and middle vernacular schools only.

Paragraph 5.—Abolition of fees should be insisted on as a condition of aid in all such schools. I cannot think of any exceptions.

Paragraph 11.—The abolition of fees will no doubt largely attract pupils to the schools, as there are many who cannot afford them and many who do not attach quite so much importance to education as to be willing to spend any money on it, but enough to seek it if it can be had free. On the other hand, there are still many among the lower castes who do not send their children to school as they want them for household or professional duties. But it is my impression that in Bengal the number of such men is fast decreasing, and most people would be willing to give their children some elementary education if they could get it free and near at hand. Increase in the number of children at school will therefore depend partly on the abolition of fees and partly on the multiplication of schools. I, however, expect a large increase in Bengal from the former step alone.

Paragraph 12.—I do not think teachers will find it easy to extort fees from parents once the total abolition of fees is made known to them. If any teacher does so the school is sure to lose pupils. A moderate vigilance and control over teachers will, I think, suffice to prevent the levy of fees except under rare circumstances.

Paragraph 13.—I think voluntary contributions will very nearly cease and there will be very few aided schools left. This will, however, give Government and local bodies much greater control over teachers and enable them to effectively check the unlawful levy of fees.

Paragraph 15.—I think, to begin with, fees only may be abolished and the result watched. Children should be left to buy books and school requisites which they will use at home, or otherwise they will not take proper care of them.

From A. AHMAD, Esq., C.S., Magistrate and Chairman, District Board, Khulna, to the Inspector of Schools, Presidency Division, no. 145, dated the 25th April 1907.

With reference to your letter no. 2774, dated the 27th March last, asking for an expression of opinion of the Board on the Director's circular no. 38, dated the 4th idem, regarding the abolition of fees in primary and middle vernacular schools, I have the honour to forward herewith an extract (paragraph X) from the proceedings of a meeting of the District Board held on the 15th instant for your information.

Extract from the Proceedings of a Meeting of the District Board held on the 15th April 1907.

X.—Read Deputy Inspector of Schools' note on the Director's circular no. 38, dated the 4th March 1907, on the abolition of fees in the primary and middle vernacular schools, and the Board resolved that in this district it is necessary to insist on compulsory education but free, as suggested in the Government of India Resolution, provided no extra tax is imposed on the people for the extra cost which is likely to be incurred if free education is introduced throughout the country.

A. AHMAD,
Chairman.

From MAHARAJ KUMAR PRODYAT COOMAR TAGORE, to the Director of Public Instruction, Bengal, dated the 6th May 1907.

I beg to acknowledge receipt of your letter no. 5480, dated 4th March 1907, forwarding papers regarding the proposal to abolish fees in primary schools, and requesting my opinion thereon.

I have carefully studied the papers, and am fully convinced that the object which the Government has in view in setting forth the scheme of free primary education is a noble one. Times have considerably changed since the Despatch of 1852, and the arguments against free education, which were urged in that Despatch, appear out of place in the present altered condition of the country. The social and economical conditions of the masses in this country require that immediate steps should be taken to materially improve the present situation. The proposal to spread education among the masses by making it free is a step in the right direction. My countrymen cannot therefore feel too grateful to the Government for the boon that is to be conferred on them.

I quite agree in the view taken by the Government of India that fees should be abolished only in the upper and lower primary and the middle vernacular schools. These are the schools which will mainly benefit the masses, the agriculturists, petty traders, etc., among whom it is the intention of Government to spread education on a more extensive scale than at present. The primary departments of secondary schools need not be included within the operation of the scheme, inasmuch as they are attended by sons of the well-to-do classes, who aspire to higher education.

The experiment might be carried on, in the first place, in schools solely under the management of Government or any local body, or receiving grants-in-aid from either of them, and the scheme might be gradually extended to the other class of primary schools.

Considering the slow progress of female education in this country, it is desirable that fees should be abolished in all girls' schools and that books and other school requisites should be freely supplied to the girls. Whether these should be supplied free of cost to boys in free primary schools would depend entirely on the resources at the disposal of Government for this purpose. If this be practicable, it would considerably help in the dissemination of knowledge among the masses. If, however, a general adoption of this measure be found impracticable, I would suggest that it be left to the discretion of the Inspectors to allow the concession in particular cases.

I am also of opinion that strict measures should be taken to prevent teachers from accepting remuneration for their services in any shape whatsoever. It is the local custom in many places to make voluntary gifts to teachers at certain stages of the pupil's education. The people consider it their duty to make such gifts and the teachers think they have a right to demand them. I would suggest that cautions and gradual steps should be taken to suppress this practice.

From BABU SHIB CHANDRA BANERJEE, to the Director of Public Instruction, Bengal, dated the 28th March 1907.

With reference to your letter no. 5486, dated the 4th March 1907, I am of opinion that it will be a great boon to the public if fees are abolished in upper and lower primary schools and in middle vernacular schools.

2. In England primary education is provided free, but at the same time it is more compulsory and guardians are liable to punishment if they persistently fail to send their children under a certain age to school. Whether it is possible or not to make education compulsory in India is a difficult question, but I think it should be seriously considered, and if possible something approaching it is attempted, otherwise the benefit of the expenditure of public money in making primary education free will be to a very large extent lost, and it will become a serious question later on, whether the large expenditure on free education is commensurate with the results. If some way can be found of making education compulsory, it will be productive of great good to the country.

If fees are abolished in primary schools and in middle vernacular schools, books, etc., should also be supplied free.

Along with this scheme for abolishing fees the question of more training schools for teachers should be considered also.

From RAJA RAM RANJAN CHUKRAVERTY, BAHADUR, of Hetampur, to the Director of Public Instruction, Bengal, no. 61G., dated the 22nd May 1907.

In reference to your no. 5489 of the 4th March last, forwarding Secretary, Government of India's no. 883, dated the 22nd November last, for an expression of my opinion in the matter of abolition of fees in all primary schools, I have to express my great delight at the prospect of the great boon proposed to be conferred on the masses of the

people of this country by a wise and beneficent Government. The measure, if tdopted, will be much appreciated by the indigent higher castes of the Hindu community, as well as by a small minority of the Muhammadan population, while the mass of the Native Christian population will, no doubt, be immensely benefited by it. Still, however, the great bulk of the masses of the people, consisting of the lower class of the Hindus and the Muhammadanised and semi-Hinduised population of the country, will, by reason of their extreme poverty and the consequent necessity of employing their boys and girls in field-work or other sort of labour, or to assist in domestic occupations at the tender age of 7 or 8 to earn a pittance for their subsistence, be precluded from reaping the advantage of the beneficent measure. The feasibility of the measure on financial grounds will no doubt be decided by the Government of the country, but the question of reaching the masses will still be a difficult one, and almost insuperable also. The 12th paragraph of the letter of the Government of India above alluded to hints at this, but no practical solution has been afforded. The free supply of books, slates and other educational appliances suggested by His Excellency in the 15th paragraph of the letter will to some extent help the poor parents, but this will not be enough to attract any large number of the sons of the poor people. Small stipends of R3 or 4 a year awardable to promising boys who have passed the infant stage, and tenable in the senior classes of the *pathsalas* till they come up to the lower primary standard, may tend to keep to their studies such of the sons of the poor who might otherwise have given up. It is clear that the Government is not at present prepared to extend to any great extent their sphere of operation, and the education of the whole of the masses of the people must be left to develop itself in course of time. But unless education be made compulsory, the time taken to reach the classes for whose benefit the measure is meant to be adopted will no doubt be immensely great. Education in the middle vernacular school classes above the upper primary standard need not, in my opinion, be made free, nor in the purely vernacular classes in high English schools. His Excellency rightly apprehends the difficulty of preventing *gurus* of *pathsalas* from receiving any bonus or gratuity from the parents of pupils under instruction in their *pathsalas*. But this need not cause any anxiety in the minds of the authorities. Anything given in the way of free gift on special occasions, according to the traditional practice of the country, may not detract from the merit of the beneficent measure of imparting free education to the masses of the people. I would therefore gladly welcome the liberal policy so nobly conceived by His Excellency's Government.

From the HON'BLE MR. F. A. SLACKE, Member of the Board of Revenue, to the Director of Public Instruction, Bengal, dated the 26th March 1907.

I have read through this correspondence, assuming that the financial calculations of India are approximately correct. I agree with their proposals and views on the understanding, in the case of middle vernacular schools, that English is not allowed to be taught in them. If English is to be taught in them, I would not free them from fees.

From H. D. DEM. CAREY, Esq., I.C.S., Chairman, District Board, Hazaribagh, to the Director of Public Instruction, Bengal, no. 1, dated the 3rd April 1907.

With reference to your memorandum no. 39, dated the 4th March 1907, on the subject of abolition of fees in primary schools, I have the honour to reply that in my opinion any orders which may be issued by Government on the subject are not likely to affect the actual contributions levied from pupils in rural schools (except where the people are unusually advanced and well-to-do, in which case they can afford to pay the fees).

2. The large sum which Government proposes to spend in this matter would mostly go into the pockets of teachers and subordinate officials of the Education Department.

From BABU SITA NATH ROY, to the Director of Public Instruction, Bengal.

I have the honour to acknowledge the receipt of your letter no. 5514, dated the 4th March, forwarding a copy of Circular no. 38 addressed to Inspectors of Schools, and inviting an expression of my opinion on the several questions raised in the correspondence. In reply, I beg to submit the following observations, and, in doing so, I beg to state that my observations will be confined to the purely educational aspect of the question and its effect upon the masses, for it will not be possible for me to make a forecast of the additional costs that the scheme will entail.

It is a matter of supreme gratification that the Government of India has elaborated a scheme for rendering primary education free, and that as soon, to quote the words of the Hon'ble Financial Member, as the sanction of the Secretary of State is obtained, the scheme will be brought into operation.

In all civilised countries in the world, whether in Europe or America and even in that small State of Baroda, primary education having been long since made free and compulsory, it follows as a necessary sequence of the highly civilised Government under which we have the good fortune to live that the Government of India should now proceed to give the illiterate masses in this country the benefit of free education, the next step being to make it compulsory, of course with the necessary safeguards.

It is no exaggeration to say that in no civilised country in the world are the masses so steeped in ignorance and superstition, nowhere are they so devoid of all knowledge of the ordinary law of sanitation, devoid of all knowledge of the improved and scientific methods of agriculture, nowhere else do there exist so much ignorance and superstition side by side with a highly developed civilisation.

While thanking the Government for its benevolent intention, I cannot but express my concurrence with the observation that the payment of fees makes the boys more regular in attendance and more attentive to their studies. With a view to minimise the probable effect of the abolition of fees, I beg to propose that prizes or rewards should be given to boys on the results of monthly examinations, and on the percentages of attendance every month.

Answers to question 6 (*a*).—In most places primary schools are the necessary adjuncts to the secondary schools, such primary schools being set up very often in opposition to the other primary schools in the same village, or in the neighbouring villages, solely to draw away boys from the other primary schools, and thereby to swell the income of the secondary schools. In such primary schools it is not at all desirable to abolish fees, though they may be apparently under separate management, and their curriculum may be distinguishable from that of an ordinary and *bonâ-fide* primary school.

(*c*) I welcome the proposal of abolishing fees in the middle vernacular schools, which are no doubt part and parcel of primary schools, and also the proposal of providing school books and other school requisites free of costs to the students in the different kinds of primary schools; but in this connection an important question arises, how far it would be desirable, and whether it would be productive of good to abolish fees in such primary schools, which though in receipt of grants-in-aid have been set up at the residences of wealthy men or well-to-do middle class gentlemen, and which are solely intended for the education of their respective children and relatives. In such cases, I beg to submit, it would in my opinion be a waste of money to give the benefit of free education, including free books and other school requisites, to boys who do not want them, most of whom would consider it *infra dig.* to enjoy the benefit of free education along with poor boys.

After mature deliberation, I come to this conclusion that abolition of fees should be insisted on in all primary schools, as a necessary condition of their receiving aid from public funds, but not in schools which do not care to have any grants-in-aid; but the boys of the latter class of schools should not be debarred from the privilege of competing for all the prescribed examinations.

Reply to paragraph 7.—Managers of all kinds of primary schools, whether aided or unaided, charge fees both in cash and in kind, and they together amount to a tolerably good sum sufficient enough to maintain a *guru* and his family. It may not be amiss to mention here that most of these *gurus* have got a strong hold upon their pupils, and these latter are deeply attached to the former.

If complete abolition of fees is to be insisted upon as it should, then, unless in special cases, special grants commensurate with the fees formerly charged be given, these *gurus* or managers will hardly agree to abolish fees altogether, and to content themselves with grants-in-aid alone. What I therefore beg to propose is this, that in cases where a primary school is maintained not only by fees from pupils but by subscriptions from private parties and by grant as well, there the abolition of fees should be insisted on; but where fees are the only source of income of a primary school, there if fees are to be abolished, a special and enhanced grant should be given.

There is no doubt that, though a few *gurus* may not for the present care for public grants and continue to charge fees as before, the effect of the general abolition would be that very shortly all the boys would be attracted to schools where fees are not charged, and schools charging fees would be left without boys and would cease to exist.

Paragraph 12.—On account of the unusually high prices of jute and rice, cultivators (people engaged in cultivation) are now better off than before: with such cultivators, but not with other classes of people, it is not the difficulty of finding the fee, but other considerations which deter them from sending their boys to school.

On the whole with a taste growing among all classes for education, the effect of the abolition of fees would be gradually to increase the number of school-going boys, but I cannot believe that its immediate effect would be to make a very large increase of the number of children at school, the effect must be slow and gradual.

Paragrah 13.—If fees are to be abolished as proposed, it would be necessary to take efficient measures to prevent teachers from exacting fees. The only remedy that I

can suggest is that in case of their continuing to realise fees, teachers should be deprived of grants from public funds for 6 months or a year, and their boys should also be debarred from appearing in any public examination for a year. But I do not think it would be desirable, nor would it be possible, to prevent teachers from receiving presents from their pupils on ceremonial occasions, such presents being sanctioned by the custom of the country, and no obloquy attaches to their receipt.

Paragraph 15.—I beg to express my hearty approval of the proposal that books and other school requisites should be supplied to children free of charge, but only to such children as would ask for them, and not to children who are so well off that they would not care to ask for them. In my humble opinion it would be a pure waste to supply books gratuitously to children of wealthy men.

Paragraph 16.—It is better to proceed with the abolition of fees *per saltum* and not gradually.

In conclusion, I request you to kindly excuse me for the delay in sending my reply.

From RAJA JOGENDRA NARAIN RAY, to the Director of Public Instruction, Bengal, no. 1212, dated the 30th April 1907.

With reference to your no. 5496, dated the 4th March 1907, forwarding a copy of your circular no. 38 of the same date, addressed to Inspectors of Schools, I have the honour to state that the abolition of fees in aided upper and lower primary and middle vernacular schools will be conducive to the spread of education, and that this should be done *per slatum* if it is financially possible. If provisions be made for supplying books and other school requisites for the use of the children of those schools without charge along with the abolition of fees, the progress of education will be highly facilitated.

From MAHARAJA MANINDRA CHANDRA NANDY, to the Director of Public Instruction, Bengal, no. 41, dated the 4th July 1907.

With reference to your letter no. 5495, dated the 4th March 1907, forwarding a copy of circular no. 38, dated the 4th March 1907, and asking for an expression of my opinion on the various questions raised in the correspondence, I have the honour to offer the following views in respect of them. I am very sorry that owing to several untoward circumstances I could not make time to send an earlier reply.

The question of abolition of fees in the primary and middle vernacular schools is one of vital importance to the country, and the generous policy of the Government in taking it up to give effect to it in a form as would embrace the masses within the beneficial sphere is highly appreciated by the country at large. I am of opinion that the contemplated abolition of fees should take effect at once in all aided primary and middle vernacular schools. The unaided schools, on such abolition of fees in these schools, will be gradually induced to abolish fees. The best safeguard for ensuring that no fees in money or kind should be charged after the abolition of fees will be to see that the pandits are well remunerated, so that being above want, they may not have occasion to recoup their poor income by taxing the purse of the guardians of their pupils. To estimate the probable cost of abolishing fees, I have confined myself to figures obtained from reports received from some of my mahals. From these reports it appears that the cost of R18-8 will have to be incurred for every hundred pupils receiving education at lower and upper primary schools.

I am not in a position to form a forecast of the cost referred to in (*c*), (*d*), (*e*) and (*f*) of paragraph 18 of the circular, as I have no data on which I can proceed in the matter. I may state here, however, that I fully approve of the proposal to supply, without charge, books and other school requisites in the case of upper and lower primary and middle vernacular schools.

From the HON'BLE BABU JOGENDRA CHANDRA GHOSE, Member, Bengal Council, to A. EARLE, Esq., I.C.S., Director of Public Instruction, Bengal, dated the 20th July 1907.

I beg to submit the following observations on the question of the abolition of the fees in the primary and secondary schools in India on which you have been pleased to ask my opinion.

The abolition of fees is proposed, I believe, solely with the object that it might lead to a larger number of the population getting the advantages of education. At present there are a certain number of teachers teaching, I believe the largest number of pupils possible to teach for that number of teachers at the least possible expense for each pupil—at least for less expense than in any other civilized country. About half the cost of the pay of teachers and upkeep of schools is now defrayed from the fees. If the fees are abolished, the teaching of the present number of boys can be maintained only by the Government making a grant which will be equal to the amount of fees now realized. If the Government does that only, it cannot secure the education of one boy

more than is at present educated in the primary schools, without making the said education less efficient, having regard to the numbers of pupils taught by a *guru* and the salary he gets at present.

If instead of abolishing the fees the Government would devote the large additional grant proposed to be made in employing a larger number of *gurus* and establishing cheap inexpensive schools in the old fashion, it will lead to the number of boys now taught in primary schools being doubled. Therefore for the proposed measure to be of any use, the Government should be prepared to make a grant for primary education at least double of the amount of the fees now realized, otherwise it would serve only the purpose of giving the parents a certain relief on account of their not having to pay the very insignificant fees they pay for their children and of making the Government popular (if that is possible) with a certain class of patriotic gentlemen, who are, I am afraid, more led by ideas derived from newspapers than by discretion, and what is more of enabling the Government to make a show of benevolence to other civilized nations as in most civilized countries primary education is now free, compulsory and universal. All these objects may be good policy, but are certainly not the objects for which the beneficent Government of this country has proposed the measure.

It is the bounden duty of every Government to give primary education to all its subjects. Free compulsory and universal education is the object which the Government should secure at all costs. The difficulties in the ways of attaining this, which is one of the primary objects of good government, are many and great but not insuperable.

It is stated in the newspapers that the Baroda State has introduced compulsory free universal education among its subjects. The Government should enquire into the correctness of the statement, and if it is true, the manner in which that State has carried out the object. But even if the statement turns out to be unfounded, the Government should devise measures to carry out the work which is one of the first duties of every Government. But the measure should be carried out gradually and not all at once. The very gentlemen, who are now supporting free education, may be found denouncing the Government in case of compulsion proving disagreeable to the masses as it is sure to be in the beginning.

I would therefore propose:—

(*a*) Free compulsory education for boys and girls between the ages of 7 and 10 years should be introduced into the town of Calcutta or the district of 24-Parganas first, and then slowly introduced into other districts.

(*b*) The fees of primary schools in other places should not now be abolished. But a grant equal in amount to the fees now realized should be made and spent in employing as many thousands of additional cheap *gurus* as may be secured at the rate of R5 per month plus such fees as they may realize, each *guru* being under an obligation to show that he is teaching 3 boys for each rupee that he receives from the Government.

I wish to take this opportunity of protesting against the manner in which large grants made for primary education are now being spent. The money is spent in providing costly school houses and training schools for *gurus*. It may lead to better education being imparted to a few pupils, but is detrimental to universal education. The Hon'ble Bhupendra Nath Bose in the last Budget meeting of the Bengal Council showed the great progress made in other civilized countries in respect of education. He omitted to consider the very material question of cost per pupil and the population of those countries compared with the 300 millions inhabiting India. How is the cost of educating 300 millions to be met? The number by itself should not stand in the way, for if the small State of Switzerland or the small kingdom of Japan can attain the object, it is not because the number of population is less, but because the proportion of the revenue spent on the purpose is greater in those countries than in India. It is the duty of the Government to spend that proportion of the revenue on primary education which other civilized countries spend for the purpose. In many countries there is a tax on education. The Government can and should impose such a tax after satisfying the people—

(1) that the proportion of the revenue spent on primary education is not less than the proportion spent in other civilized countries,

(2) that it is impossible to spend a larger proportion, and

(3) that the amount is insufficient. I am afraid that it will be a long time before the Government will do that. In the meantime the utmost that can be achieved with the means at its command should be attempted to be done. Costly education for the poor people of India is only theoretically right but absolutely wrong in practice. The Government should aim at imparting very cheap, though it may be comparatively inefficient education to the masses. The 3 R's need only be taught and no more. The old village *gurus* in thatched huts teaching a little of reading, writing and arithmetic should be quite enough. High paid *gurus* trained in costly

training institutions and airy *pucca* school houses may be very desirable in theory, but having regard to the number of the population, their poverty and the small means at the disposal of the Government, these are absolutely ruinous to the cause of the education of the masses of this country. It makes one feel indignant to find all the moneys granted by the Government spent or wasted on objects like the above, without leading to the education of one additional boy or girl in this country. I trust I shall be excused for making this protest and pleading for a change of the method of imparting primary education. For every three rupees of the additional grant there should be one additional boy or girl educated. That must be secured, otherwise the money should be considered as not properly spent.

From RAI YATINDRA NATH CHAUDHURI, M.A., B.L., Zemindar, Taki and Baranagore, to the Director of Public Instruction, Bengal, dated the 18th April 1907.

Your circular letter no. 5503, dated the 4th March last, was received by me on the 29th ultimo. In the meantime I was indisposed, consequently I could not attend to your letter earlier. I hope therefore to be excused for the little delay in answering it.

As most of the questions, for which you have invited our opinion, relates chiefly to the probable costs which will be necessary to make the elementary vernacular education (up to the middle standard) free in this country, it is impossible for us, who are outside the Education Department, to deal with them adequately. I shall therefore confine my observations to some of the salient questions arising out of the proposed scheme. I shall dismiss the question of cost with saying this, that as fees are abolished in primary schools in nearly all civilised countries, no question of finance should stand in the way of our Government to make the elementary education free and gradually compulsory in this country. I am really gratified to see that the letter of the Government of India gives us sufficient indication that they are fully ready to take the financial responsibility of the scheme and to carry it out at once.

When it is obvious that the principal effect of the scheme of elementary free education will be that it will expand, I think it to be necessary that there should be a Board of competent Indian gentlemen to advise the Government as to the curriculum of study, etc., to be adopted in the lower primary, upper primary and middle vernacular schools. I think our Government, if it needs the co-operation of the educated Indians in any matter, needs it pre-eminently in the matter of the education of our boys and girls. It is unnecessary to say that the high European officials who control the Education Department, notwithstanding their high abilities, can scarcely understand the peculiar necessities of our boys and girls. By making the elementary vernacular education free, this education must be national, that is to say, it should be imparted in such a way that in educating our youths, their natural capabilities and wants be not ignored. To bring the natural aptitudes of our youths into proper play, nothing is more essential than to enter into the spirits and mental atmosphere of our students. This is a task which cannot be adequately carried out by any Government, foreign or indigenous, without the active co-operation of the educated portion of its people. So what I recommend here will be found to be self-evident, if only a little thought is bestowed on it.

Regarding the constitution of the Board, I think a proper scheme can be worked out if the underlying principle is accepted by the Government. On this account, I shall not trouble you here with any detailed account how I desire to see the Board constituted. But this much ought to be said that the proposed Board should be a duly representative body having within it members from the educated Indians, guardians and the teaching classes. It should also be to a certain extent, independent, within its own sphere of duty allotted to it.

When the fees will be abolished in the elementary vernacular schools, some means must be devised that no remuneration, whether in money or in kind, be taken from the students or their guardians by the teaching staff. The levying of such fees has its origin in the poor payment of the *gurus* in the primary schools. As on the one hand this should be done away with, so on the other better and liberal provision ought to be made whereby the teachers in the vernacular schools, specially in their primary departments, who are now under-paid in a disgraceful manner can have no reasonable complaint on the score of low and inadequate payment. What I propose in this connection is that a suitable graduated scale of liberal payments must be sanctioned by the Government in order to remove the present scandalous state of things and to attract better men in the lower grades of the Vernacular Education Department.

In order to ensure that no levy of fees by the teaching staff, whether in money or in kind, be made, the best method would be to appoint Visiting Boards composed of respectable men in the locality where a vernacular school exists. The chief duty of these Boards will be to inspect schools periodically. From this Board, if they are properly constituted, Government will receive full and reliable information regarding the abuses, if any, as apprehended in the Government of India's letter, paragraph 13.

In the cases of the primary schools, this duty may be delegated to the local panchayats. In the Board schools, the task ought to be done by the District or Local Boards or by the Municipality within whose limits the schools exist. This Visiting Board should be in touch with the Advisory Board about which I spoke before.

Free primary education under such popular control as indicated above will be considered a real boon by the people of the country.

From B. PAL CHAUDHURI, Esq., Mahesganj, Nadia District, to the Director of Public Instruction, Bengal.

I have the honour to acknowledge your letter no. 5499, dated the 4th March 1907, forwarding me circular no. 38, also dated the 4th March 1907, asking me for my opinion on the various questions raised therein. With reference to the same I have the honour to reply as follows:—

(1) Abolition of fees confined to upper and lower primary and middle vernacular schools. I concur with this suggestion if it is Government's intention to make education after a few years compulsory among the labouring classes. The fees vary from only one to two annas per month; this small amount is within the reach of almost every parent who sends his or her child to school. It is obvious if Government does not make education compulsory after a lapse of a few years, the mere abolition of fees will not make any appreciable difference in the attitude of the public concerned. It is more owing to general indifference on the part of the people than the want of funds or means that education is so behindhand; but if after primary education has been made free Government introduces compulsory education, the plea of financial inability can no longer be urged.

(2) By way of further inducement to swell the attendance number sufficient sums should yearly be supplied for prizes or attendance rewards.

(3) If grants-in-aid are to be forfeited where fees are charged, Government should compensate by granting an allowance sufficient to cover rents of schools and adequate salaries to teachers. The present small grants to village teachers is no inducement for qualified men to join.

(4) District Boards and Municipalities may be assigned certain extra sources of income within their jurisdiction to meet the extra expenses connected with primary education. I advocate assigning extra sources of income instead of lump sum grants from Government, because these local bodies will then try to increase the income derived from those sources.

(5) I do not approve of the proposal to supply, without charge, books and other school requisites in the case of upper and lower primary and middle vernacular schools. This policy will simply make the children careless and put Government to great and needless expense.

From the REV. H. ANDERSON, Secretary, Baptist Missionary Society, to the Director of Public Instruction, Bengal, dated the 26th April 1907.

In reply to your circular no. 38, addressed to Inspectors of Schools, copy of which was forwarded to me for an expression of opinion, I note that most of the information requested deals with the financial aspect of carrying the Government of India's proposals into effect. On this I can say nothing, but there are some points upon which I should like to offer a word or two of comment, and in doing so would say that I have sought the advice of some of the oldest and most experienced missionaries of my Society whose opinions I am laying before you, in so far as they approve themselves to my judgment.

1. The intention of the Government of India to introduce free primary education meets with almost unanimous approbation. The very slight opposition is founded on the fear that once introduced, circumstances will force its rapid expansion,—expansion that will only be possible by further taxation, and rather than risk this undesirable outcome the present system should still remain the basis of extended facilities for educating the masses.

2. The introduction of a system of partial free education implies eventually its universal adoption. If *any* children have a right to the privilege, all have a right; and the growth of public opinion so negligible a factor at present in Indian life will in time demand that primary education shall not only be free but compulsory. And Bengal will be the first Province to make the demand. Any adoption of the system should therefore keep this goal in sight, and aim at a solution of the difficulty in regard to a teaching staff, and the necessary financial responsibility in the plans now initiated.

3. There is room for considerable difference of opinion as to whether the abolition of fees will lead to a large increase in the number of children seeking a primary education. Until the value of education is more generally realised in the villages of Bengal the expansion will not be great. What costs nothing is of little value, and whether the

Orient will appreciate the Government becoming its *guru*, with the religious element in that relationship left out is doubtful. Such is the opinion of some. Others with whom I am more inclined to agree feel that the modern spirit is fast filtering down to the lowest classes of the community, and that Government are likely to be embarrassed before five years are gone with the difficulties their new system creates. Plenty of scholars, insufficient or inefficient teachers, this will be the trouble.

4. It is apparent to most that one of the greatest difficulties both present and prospective will be regarding the teaching staff. In taking over the present aided schools Government cannot help accepting the present generation of to some extent untrained village teachers. What is to be done with them? With a generous regard for their failings it seems clear that a uniform standard for teachers in the different classes of schools must be definitely decided upon, and a normal training system introduced from the very introduction of the free school system which shall as the years go by supply the requisite teaching staff for the growing number of schools learning free. Otherwise that progress for which the blessing of free education is introduced will be indefinitely hindered.

5. Regarding the important subject of how to prevent teachers from levying fees, two or three suggestions have been made—

(1) The trouble will only remain acute while Government have to employ men used to the old system. Train your own teachers, and that trouble will largely disappear.

(2) Upon the introduction of the free system, widely advertise the change in every village where a school exists, and among the Inspectors and Sub-Inspectors appoint picked men during the first few years to carefully inquire into this particular matter. Half a dozen dectective inspectors would bring the more prominent cases to light, and most poor parents would not be slow to expose teachers disobeying a well known rule.

(3) One of our most experienced missionaries, the Rev. B. Evans, who was for many years Chairman of the Educational Committee of the District Board of Monghyr, makes the following suggestion:—

"The case could best be met by the formation of a large number of Village Committees, Educational Panchayats so to speak; these to be responsible to the Local and District Boards. Place the schools, circle pandits, etc., under these Committees, to whom monthly reports, complaints, etc., should be presented. Almost all villages, or group of villages, have men of sufficient ability and leisure to serve on such Committees. Parents would thus be directly represented in the Free School system, abuses would be discovered and checked and interest in Local Self-Government aroused. Such a method would imply of course much expenditure, but it would mean much more efficiency."

6. The suggestion of providing school books and requisites is approved, especially in the interest of very poor parents. It will give moreover the right to insist on fewer and better books throughout the country, and this is a most desirable improvement upon the present system.

7. The change of curriculum in the primary departments of secondary schools should be introduced at the same time that the abolition of fees in vernacular schools comes into effect. And the distinction in the curriculum must be so great that boys in the classes of the primary departments of secondary schools shall have no grounds for rushing off to the higher classes of the free schools.

From Maharaj-Kumar Sir PRODYOT COOMAR TAGORE, Honorary Secretary, British Indian Association, to the Director of Public Instruction, Bengal, no. 390, dated the 18th April 1907.

In reply to your letter no. 5513, dated the 4th March 1907, received on the 26th March, I beg to submit the following observations of the Committee of the British Indian Association on the proposal to abolish fees in primary schools.

It is gratifying to find that the Government of India has at last determined to place the education of the masses on the same footing as in other civilised countries. The proposal to abolish fees in primary schools would mark an era in the history of education in India. The condition of the country has undergone considerable change since the famous despatch of 1854. The considerations therein mentioned and the arguments of the Education Commission of 1882-83 do not hold good in these altered circumstances of the country. It may reasonably be hoped that the proposed measure would place education within easy reach of the poorest inhabitant of this country.

As the scheme is intended mainly for the benefit of the Agricultural classes, who form the back-bone of the Indian population, and also for the sons of small traders and artisans, it is but just and proper that fees should be abolished in those schools, which are chiefly resorted to by them, namely, the lower primary, the upper primary and the middle vernacular schools. The primary departments of secondary schools need not be included within the scope of the measure, inasmuch as they are intended to prepare students for secondary and higher education, and as such are attended by sons of the better-to-do classes.

Fees in all girls' schools should be abolished. This will give an impetus to female education in India.

The experiment of the measure, the Committee submit, should be confined for the present to a few backward districts, and to schools solely under the management of Government, or local bodies, and those which receive grants-in-aid. The fees in these schools should be abolished *per saltum* and not gradually, that is, the fees in all the primary schools, excepting private schools within the selected area, should be abolished. For the present, schools under private management may be left to themselves.

The Committee fully agree with the Government of India in the opinion that strict measures should be taken to prevent the evasion of the principle of free education by teachers. Payments either in money or in kind to teachers in recompense for their services should on no account be allowed in schools where the system of free education would be introduced. Voluntary gifts may be harmless, but the practice of receiving them, if allowed to go on unchecked, may soon assume serious proportions and frustrate the noble object of Government.

Free grants of books and other school requisites should be made where practicable. It would depend wholly on the resources available for the purpose. The question may best be left to the discretion of the Inspectors, who may recommend the grant in consideration of local circumstances and individual cases.

From Revd. E. T. BUTLER, Secretary, Church Missionary Society, 10, Mission Row, Calcutta, to the Director of Public Instruction, Bengal, dated the 24th May 1907.

With regard to your circular no. 38, dated the 4th March 1907, I have the honour to say that the Missionaries of the Church Missionary Society welcome as a body the scheme of Government for free primary education.

The Missionaries working in the villages feel that Government, in drawing up their scheme, the aim of which is to introduce not only free but also compulsory primary education, must bear in mind the fact that in the villages 90 per cent. of the boys are cowherds. So long as the present system of herding cattle exists, these lads must spend fully ten hours of the day in the fields. Free night schools must therefore form part of any scheme which, while introducing free and compulsory education, desires in no way to interfere with the farming interest.

We are of opinion that the enormous increase of money needed, as well as the large army of teachers and officials required to carry on the scheme in any universal style, must seriously hamper Government in the prosecution of its wishes for years to come.

We venture to hope that the scheme will also allow for the continuance of Mission Primary Schools, granting them the same measure of autonomy as they at present enjoy.

From Rai MANILAL NAHAR, BAHADUR, Azimganj, to the Director of Public Instruction, Bengal, no. 63, dated the 8th May 1907.

With reference to your letter no. 5493, dated the 4th March 1907, forwarding a copy of your circular no. 38, dated the 4th March 1907, regarding abolition of fees in primary schools, I have the honour to observe as follows:—

1. The abolition of fees should be insisted on in all Middle Vernacular and Primary schools without exceptions.

2. As far as I have been able to ascertain there is no practice in this district of paying teachers in kind, except allowing certain teachers free board and lodging by well-to-do persons. As this practice forms a considerable part of the income of the teachers, this fact should be taken into consideration when calculating cost of abolishing fees in Primary schools. It also appears to me natural that in case the fees are abolished, subscriptions and voluntary contributions from local men will cease, and will thus devolve upon Government the entire management of the schools.

3. As regards remission of fees in Primary schools, I am aware that no fees are levied in girls' schools, and only a very low percentage of boys are allowed to read free in Middle Vernacular schools. There seems to have existed no hard-and-fast rules in Primary schools regarding free studentships.

4. If fees are abolished in aided schools, the schools under private management will naturally cease to exist, as no one will care to send their children to these schools when a free school can be found in the neighbourhood. As a result, all unaided schools will have either to be added to the aided list or to be abolished.

5. As regards the method for preventing the levying of fees, after the fees are abolished, there appears to be no necessity for devising any, as schools trying to levy fees, however clandestinely, will be deserted at once.

6. The indiscriminate supply of books and other school requisites to all school boys does not appear to be desirable, as more than 50 per cent. of the boys are sons of well-to-do men, and can easily afford to pay for books, etc. Provision should, however, be made for the needy among the other half of the boys for books and school requisites.

The delay in submitting this report is due to my absence from the station, and I beg of you therefore to kindly excuse me.

From the Secretary, Roman Catholic Diocese of Krishnagar, to the Director of Public Instruction, Bengal, dated the 9th April 1907.

With reference to your no. 5459, asking for an opinion of the Roman Catholic Diocese on the scheme of education by the abolition of fees, I have the honour to observe as follows:—

The intention of Government to abolish fees in Primary and Middle Vernacular schools, which are at present either under public management or aided from public funds, would in a great measure tend to spread primary education amongst the masses.

The Primary schools, as they are at present constituted, are mostly enterprises of private individuals who, having no other means of livelihood, endeavour to pick up a scanty sustenance by keeping a school. It is generally found that the sympathy of the villagers towards the welfare of a school is alienated the more the older the schools become.

The Primary schools as they are at present situated are located only in centres of education. For the education of the people of the backward provinces, schools should be opened under public management.

The payments which are made to the *gurus* in kind are not included in the returns. Such payments are numerous in Unaided Primary schools, and as such the returns of expenditure from these schools are found to be less than those of aided schools.

To ensure that no fees will be taken in future, the best proposal would be to form a Managing Committee for each school, the chief duties of the members of such bodies being to popularise the scheme of abolition of fees.

The figures for the annexed statements are taken from the tables appended to the Report on Public Instruction in Bengal for 1905-06. I may add that the Roman Catholic Mission does not charge fees from pupils reading in their schools. I may add further that the statements annexed herewith have been prepared by Babu Umapada Sen Gupta, B.A., Sub-Inspector of Schools, Krishnagar, which helped me to form an opinion on the subject.

The following statement gives an estimate of the collections in cash and in kind, realised by the teachers of Middle Vernacular and Primary schools, whether under public management or aided from public funds. The percentage of teachers who receive anything in kind is 3, 10 and 20, respectively, in cases of Middle Vernacular, Upper Primary and Lower Primary school teachers:—

STATEMENT I.

CLASS OF SCHOOL.	Number of schools.	Number of scholars.	Fees.	Value in cash of the collections in kind.	Total.	Cost per pupil.	REMARKS
				R	R	R	
For Boys.							
Middle Vernacular	387	23,231	79,642	100	79,742	3·4	
Upper Primary	2,812	131,376	1,89,594	281	1,89,875	1·4	
Lower "	24,508	674,921	9,05,011	4,900	9,09,911	1·3	
For Girls.							
Middle Vernacular	9	579	323	...	323	·5	
Upper Primary	202	10,313	12,717	...	12,717	1·2	
Lower "	2,243	48,163	17,535	...	17,535	·3	
Total	30,161	888,583	12,04,822	5,281	12,10,103	1·3	

The total expenditure to be incurred from the abolition of fees and payments in kind would be R12,10,103, if the number of schools and scholars remain the same as in the year 1905-06. The number of scholars is expected to increase by this scheme of abolition of fees, and the expenditure would also increase at the rate of R1-3 per pupil.

The following table gives an estimate of the cost of bringing Unaided Upper and Lower Primary and Middle Vernacular schools to the aided list:—

Class of School.	Number of schools.	Number of scholars.	Amount collected in fees.	Additional payments from public funds to bring them to the aided list.	Total.	Remarks.
			R	R	R	
For Boys.						
Middle Vernacular .	40	2,466	4,716	8,878	13,594	
Upper Primary . .	60	2,641	3,121	5,018	8,139	
Lower " . .	6,292	120,699	1,74,206	1,08,630	2,82,836	
For Girls.						
Middle Vernacular .	3	139	5	709	714	
Upper Primary . .	5	214	970	1,006	1,976	
Lower " . .	411	7,262	402	15,976	16,378	
Total .	6,811	133,421	1,83,420	1,40,210	3,23,637	*2·4

* Cost per pupil.

The additional payments, as shewn in the above statement, are calculated from the cost per pupil from public funds in aided schools. The cost is found to be 3·6 in Middle Vernacular, 1·9 in Upper Primary and ·9 in Lower Primary schools for boys; and 5·1 in Middle Vernacular, 4·7 in Upper Primary and 2·2 in Lower Primary schools for girls. The number of pupils in unaided schools is likely to increase with the introduction of the scheme, and the increase in expenditure will also take place at the rate of R2·4 per pupil.

At present the percentage of male scholars to male population of school-going age is 28·47, and the increase in the last year in the case of Primary schools was 2·1 per cent. By the general expansion of education, owing to the abolition of fees, the increase may be 5 per cent. in the first two years after the introduction of the system, and 3 per cent. in the other 3 years. In 1905-06 the number of scholars in the schools at present under consideration was 888,583 as shewn in Statement I. In 1906-07 the increase in the number of scholars attending such school is not likely to be so much as 2 per cent. as in the previous year, owing to the scarcity of food-grains in almost all the districts of Bengal. The increase in the next two years may be at 2 per cent. In 1909-10 the number of scholars is likely to be 955,000.

The following statement gives an estimate of fees which are expected to be realised from the scholars, taken at R1·3 per scholar:—

Year.	Number of scholars.	Approximate fee-income.	Remarks.
		R	
1909-10	955,000	12,31,500	
1910-11	1,003,000	13,03,900	
1911-12	1,053,200	13,69,160	
1912-13	1,084,800	14,10,240	
1913-14	1,117,500	14,52,750	

If fees are abolished, some of the schools will have to be converted to Board schools and the number of pupils in schools under public management will bear the same ratio to pupils in aided schools as 1, and the cost of educating a pupil is expected to be R5 in schools under public management and R1·5 in aided schools (see paragraph 15 of the Government letter).

The following table gives an estimate of cost, as some of the schools will become District Board schools if fees are abolished in Primary and Middle Vernacular schools:—

Year.	Number of pupils expected in schools under public management.	Number of pupils in aided schools.	Total cost of scholars of public schools at R5 per pupil.	Total cost for pupils in aided schools at R1-5 per pupil.	Total cost.
			R	R	R
1909-10 . . .	318,300	636,600	15,91,500	9,54,900	25,46,400
1910-11 . . .	334,333	668,666	16,71,665	10,02,999	26,74,664
1911-12 . . .	351,066	702,132	17,55,330	10,53,198	28,08,528
1912-13 . . .	361,600	723,200	18,08,000	10,84 800	28,92,800
1913-14 . . .	372,500	745,000	18,62,500	11,17,500	29,80,000

The following table gives an estimate of the cost of supplying books to the pupils reading in Middle Vernacular, Upper and Lower Primary schools:—

—	Middle Vernacular Schools.		Primary Schools.		Total pupils.	Cost per pupil.	Total cost.
	For boys.	For girls.	For boys.	For girls.			
						R a.	R
Middle stage	3,721	32	4	10	3,767	2 0	7,534
Upper primary stage . . .	5,300	84	22,626	920	28,930	1 8	43,395
Lower primary stage—							
(1) reading printed books .	10,827	275	482,848	31,136	525,086	0 4	1,31,271
(2) not reading printed books .	3,383	188	300,819	264,100	330,800	...	...
Total .	...	...	...	...	888,583	...	1,82,200

The cost of each pupil for books is on an average annas 4 per pupil.

The following table gives an estimate of the cost of supplying books and other school requisites for the five years from 1909-10, the increase in the number of schools being taken into consideration:—

Year.	Number of scholars for the year.	Cost of supplying books at annas 4 per pupil.	Cost of supplying other school requisites at R1 a school.	Total cost.	Remarks.
		R	R	R	
1909-10 . . .	318,300	79,575	30,200	1,09,775	
1910-11 . . .	334,333	83,583	31,000	1,14,583	
1911-12 . . .	351,066	87,766	31,800	1,19,566	
1912-13 . . .	361,600	90,400	32,000	1,22,400	
1913-14 . . .	372,500	93,125	32,400	1,25,525	

From Mon. Emil Müller, Vorstand of the G. E. L. (Gossner's) Mission, Chota Nagpur, to the Director of Public Instruction, Bengal, V. J. no. 1110-I., dated the 16th May 1907.

In reply to your Circular no. 5539, dated Calcutta, the 4th March 1907, we have the honour to give you the following opinions as regards the abolition of fees in primary vernacular schools.

1. We approve of the proposal not to abolish fees in secondary and such primary schools as "are by their curriculum distinguished from the ordinary vernacular primary school, and are preparatory to the secondary school course."

2. As a consequence of the abolition of fees, we expect that the number of schools as well as the number of pupils attending schools will gradually increase, as many parents do not send their children to school merely on the ground of finding no fees.

3. Our mission maintains about 180 village primary schools in the Chota Nagpur Division, with about 3.500 pupils on the rolls. The teacher receives half his pay from

the Mission funds, and depends for the other half on contributions from the parents of the children in cash or kind. If fees are abolished we would not be able to maintain these schools, unless Government would recognise them all as granted schools and pay at least R3 per mensem towards the salary of a teacher.

4. We are also of opinion that the prevention of levying fees is the *crux* of the whole question. We would suggest to arrange for regular inspections of primary schools by departmental officers as well as by private individuals (Europeans and Indians) who take interest in the development of education in this country.

From MICHAEL PROTHERO, Esq., Professor, Presidency College, Ootacamund, to the Director of Public Instruction, Bengal, dated the 2nd May 1907.

I have the honour to forward the following remarks with reference to your letter of the 4th March, asking for my opinion on certain points in connection with the scheme of the Government of India for free education.

2. As to the general principle, I consider it excellent, but I doubt whether it will produce the desired result unless education is made compulsory, as well as free. The poorer classes whom it is desired to bring within the educational net by the grant of free education, will not, as far as my experience goes, dispense with the earnings of their children, or with their assistance in their trade or occupation. As an illustration, this was always the great difficulty in the tea-garden schools of the Scotch Mission in the Darjeeling district, though the parents never paid anything but the most nominal fees. This difficulty will have to be met by a well-arranged plan for a system of half-time scholars, which should be part of the scheme.

3. I thoroughly agree with the proposal to confine the remission of fees to primary education.

4. As to the means of carrying out the abolition of fees in primary schools, I would suggest that a series of estimates as to the ordinary cost of living of the class, from which lower primary teachers are usually taken, should be made and an average arrived at for each Inspector's Division. Some fraction, over and above the ordinary cost of living for the man and his family, should be added to allow for saving or payment to a Provident Fund, and the sum arrived at should be fixed as the salary to be paid by the District Boards to their lower primary teachers. In fixing the salary, the number of children in each family will of course have to be averaged, and the district birth returns should allow of this being done. I would increase the amount to be paid to a lower primary teacher by, say, one-third in the case of an upper primary teacher.

5. I make this suggestion, as the data for determining the teacher's pay on the principle of compensation for the fees surrendered and the payments made in kind seem to me utterly unreliable. There is an admitted tendency to exaggerate the fee receipts, and I think it is impossible to arrive at an even approximately correct estimate of the payments in kind. An estimate of the lower primary teacher's pay, if arrived at by the method advocated by the Government of India, would tend to vary immensely from village to village owing to local causes, and some general system such as I have suggested is, to my mind, preferable.

6. The grants which the Government will have to make to the District Boards to make up for the loss of the fee income from primary schools will be calculated by multiplying the stipend thus arrived at for lower and upper primary teachers, by the number of schools of each kind in each district.

7. It seems to me unnecessary to suppose that fees will be exacted after it has been publicly declared that they have been abolished, and that the salaries have been raised to cover the loss to the teachers resulting therefrom. The village teacher is not likely to be in a position to bring pressure to bear upon the parents, and the average Bengali never pays more than he can help.

8. *The siddhis* or payments in kind vary so from year to year or rather from season to season, that it will be impossible to take any account of them in fixing the teachers' salaries. I would leave them as they are, and not reduce the *guru's* stipend, if it is found that he receives payment in kind from his pupils. Such reduction can only be arbitrary, and will cause great discontent. No prohibition is likely to cause the semi-religious practice of feeding the *guru* at festivals to discontinue.

9. I have to express my great regret for the delay in answering your letter under reference, but I had to turn the matter over in my mind, and I have been very busy with College work and University examinations. I have taken the first opportunity at the commencement of the vacation to answer your enquiries.

From MISS ISABEL M. ANGUS, Indian General Secretary, Baptist Zenana Mission, Calcutta, to the Director of Public Instruction, Bengal, dated the 15th May 1907.

You have doubtless received, or will receive in reply to your circular no. 38, from the representative of Missionary Societies in Bengal, opinions on the various points

on which information is asked. I do not wish to anticipate views, which will be more authoritatively set forth by our Missionary Conference or the various Committees; but as the Secretary of a Mission, which has received exceptional benefits from Government aid, in its educational work among girls, I ask your consideration of one or two features in the scheme which seriously affects our outlook as educationalists.

It is recognised, in Mission circles, that the Government scheme for the *abolition of fees in primary schools* has in view two objects; and however far distant their attainment be, it must be borne in mind that these are the ultimate results of the measure. They are:—*control of primary education by the Government*, and *free universal*, which will become at some future date, *compulsory education*. We infer the first from the latter half of paragraph 14 of the letter (no. 883) of Government; the second is deduced from the general trend of the scheme, and its results in other countries. It is, however, assumed by Government that "the missions will still maintain their schools and the policy of Government will be to encourage such institutions by grants-in-aid, or other means." I venture to assert that under the new conditions which this measure may bring in, it seems questionable whether missions can accept a grant-in-aid for their primary vernacular *work among other than Christians*, and that they will have to consider whether maintenance of work, without a grant, will be feasible.

Government perhaps realizes, as do the missionaries, that *more* than a grant-in-aid would be inadmissible: *a publicly managed Mission school would be an anomaly*, for it would cease to be a Mission agency. I am aware of an opinion, held by some who wish our work well, that, to make our schools less proselytizing in character would increase rather than lessen their influence, but, even if our own convictions on the importance of religious teaching were less strong than they are, I feel sure that our Committees in England and the constituency which they represent, would not suffer a change in this policy. We are and must remain missionaries first, and educationalists second. But we desire at the same time to recognize liberty of conscience on the part of others. Compulsory education *may* be a generation or two distant; or it may be tried, within a limited area, within the next few years. But a Government aided school will become, sooner or late, a school "registered" so to speak, to insure compulsory attendance: and, as soon as that occurs, and, to compulsory attendance be added, in the case of Mission schools (by the mission be it understood) religious teaching which is so far 'compulsory' in that it is not an optional subject, I submit that a point has been reached by us where principle is involved, and Government grants-in-aid will have to be declined. How far such a refusal will affect our work, and whether other aids than monetary grants will be forthcoming, are questions which depend on conditions yet to be evolved for reply.

I should not have ventured to trouble you with these views on the subject had I not recently learned that they are held by a *large number* of missionary workers; also that it seems to be a new idea to Government officials, if I may judge by conversations held at various times with the Inspectress of Schools, Bengal, that the new conditions brought in by this scheme will materially affect the standing of Mission schools.

As missionaries, we welcome any measure that will further national education, nor have we any reason to fear that increase of knowledge will be other than an ultimate benefit to our own work. Our opportunities for usefulness in secondary and normal school work are not likely to be diminished, but we have to acknowledge the possibility of our having to curtail or withdraw from primary vernacular educational work, whether by reason of diminished resources from the loss of grants-in-aid or of severance of connection with the department. That such a withdrawal, at any rate, during the next generation and from educational work among *girls* would be a matter for real regret must be my excuse for so long a letter, which I now send in the hope that deliberations on the scheme will include some consideration of, as well as for, the attitude of the Missionary Societies toward it.

From Raja Gopendra Krishna Deb, Baidyanath Junction, to the Director of Public Instruction, Bengal, dated the 4th June 1907.

With reference to your letter no. 5527, dated the 4th March 1907, and its enclosures, I have the honour to state as follows:—

The policy of abolishing fees in all primary schools which are either under public management or in receipt of grants from public funds will meet with the approval of all classes of the people in this province. No doubt the zemindars and merchants and other well-to-do classes may object to their sons receiving gratuitous education, but the measure advocated by Government is not intended for their benefit chiefly. It will, as the Government of India observe, at the outset principally affect the lower middle classes and the better-to-do classes, and remove an obstacle to the spread of primary education.

I agree with you in thinking that the abolition of fees should be confined to upper and lower primary and middle vernacular schools, which are either under the management of District Boards and Municipalitits, or which are in receipt of grants-in-aid

from public funds. The effect of abolishing fees in these schools will be the abolition of the majority of private institutions (receiving no grant-in-aid) of this class which are within a convenient distance of those managed by public bodies or those in receipt of grants-in-aid. The officers of your department will be able to furnish you with a fairly accurate estimate of the additional cost which Government and the District Boards and Municipalities will have to meet when the scheme is carried out. The figures quoted in your letter will greatly help the Divisional Inspectors in framing their estimates.

The only other point on which any remarks are called for is the framing of a scheme by which any attempt on the part of the teachers in aided primary schools to levy fees either in cash or kind may be frustrated. For this purpose the authorities of these schools should be required to keep a register showing the names of the boys and of their parents, and the names of the villages in which they dwell, so that inspecting officers might occasionally see the parents of the boys and ascertain from them whether any kind of fees is paid by them. The presidents of chaukidari unions might also be authorized to make such enquiries occasionally and submit their reports to the inspecting officer of the circle.

From Babu ASHUTOSH SEN, Manager, Burdwan Raj State, to the Director of Public Instruction, Bengal, no. 4-1314G., dated the 16th April 1907.

Referring to your letter no. 5481 of the 4th ultimo, inviting the Maharajadhiraj Bahadur of Burdwan's opinion on the various questions (*a*) to (*f*) on page 5 of the enclosed copy of a circular addressed to the Inspector of Schools, I have the honour to state that the Maharajadhiraj Bahadur has directed me to say, with reference to the question marked (*a*), (*c*), (*d*), (*e*), (*f*), that the required information can only be supplied by such officers of the Education Department as the Inspectors of Schools, etc., who are thoroughly conversant with the matter. As it is not known to him how many schools there are in Bengal and how many boys are taught in them, it is simply impossible to form an estimate of the cost of abolishing fees in all Upper and Lower Primary and Middle Vernacular schools.

2. With regard to question (*b*), I am desired to suggest that if a Committee consisting of some four or five respectable gentlemen of the locality be appointed for making enquiries and submitting a report every three months to the Inspectors of Schools, stating whether any fee has been realised or not, the desired result may then be obtained.

From Babu GAJADHAR PRASAD, Bankipore, to the Director of Public Instruction, Bengal, dated the 17th May 1907.

With reference to your letter no. 5521, dated 4th March 1907, I have the honour to submit as follows:—

The abolition of fees in the Upper and Lower Primary schools and in the Middle Vernacular schools will appreciably further the cause of education amongst the people. Indeed, the Government of India deserves the gratitude of the people for its laudable desire to abolish the fees which such schools charge at the present. If the fees are abolished a great obstacle to education will be removed, and a boon will thus be conferred upon the masses. It is a matter of common experience that numberless boys do not receive the benefits of education only because of the poverty of their parents. I am sure this abolition of fees will produce a considerable effect on the state of education in the country. The Government of India is rightly of opinion that this system of charging of fees should, if practicable, be done away with altogether. It sometimes happens that the boy who pays to the *guru* least is very little cared for by him. It is known to every student of Indian History that education in the ancient ages was imparted to students free of all charges. The new system which the Government proposes to introduce would be quite in harmony with the system that was in vogue in ancient India. The benefits of free education would be greatly appreciated even by the uneducated masses.

Then the question arises: How is it possible to ensure that no fees whether in money or in kind shall be taken if fees are abolished in the manner proposed. I beg to suggest the following means for the purpose:—

(1) The inspecting officers may be instructed always to guard against infringement of the rule regarding the abolition of fees.

(2) The order about the abolition should be given the widest possible publicity. The District Magistrate may be requested to direct the subordinate Police officers to get this order made known to the people in the villages by beat of drum.

(3) Government may make it penal to charge fees, or it may be given out that the charging of fees by any *guru* or teacher would lead to his dismissal or would be visited with such other punishment.

I am humbly of opinion that if these measures are resorted to, it is not likely that any fees, whether in money or in kind, will be paid to the *guru* or the teacher. But the *gurus* should be sufficiently well paid. At present the income of the *guru* varies according to the number of boys he teaches. The larger the number of his pupils the greater is his income. I think the salary of the *guru* should, if practicable, be regulated by the number of boys in his charge. If the *guru* is not sufficiently well paid, he may yield to temptation, and I do not think the *guru* who teaches, say 50 boys and gets perhaps not less than R20 or 25 a month would be satisfied if he were paid what a *guru* having 10 or 15 boys in his charge gets under the present system of payment of fees. In a word, one uniform scale of salary is not likely to serve the purpose. A *guru* may be paid at the rate of 6 annas or 8 annas a month per boy in his charge, for I find on enquiry that 6 annas or 8 annas per boy is paid to the *guru* at present. This includes both cash and kind.

It hardly admits of doubt that the supply of text-books to students will be greatly to their advantage. A strong Text-book Committee will have to be appointed for each division. Every text-book should, I am humbly of opinion, receive the sanction of the Committee before it is supplied to those for whom it is intended.

From Babu BANAMALI GOSWAMI, Private Secretary, Azimganj, to the Assistant Director of Public Instruction, Bengal, no. 680-B., dated the 3rd June 1907.

In reply to your letter no. 9966 of the 24th ultimo, addressed to my employer, Rai Budhsing Bahadur of Azimganj, I am directed to state that the Rai Bahadur, owing to his absence from home, did not receive your two previous communications on the subject of free primary education in time, nor could he reply to them as promptly as desired. He begs, therefore, to be excused.

Now, he desires me to inform you that the scheme of free primary education taken in hand by Government, with a view to disseminate knowledge among the rural population of the country, is veritably a laudable one, showing undeniably that the State has the true interest of the people at heart.

I am further asked to state that the very commendable scheme, proposed to be given effect to by the State from motives of pure disinterestedness and sincerity, should find ready response in matters of finance from every well-wisher of the country.

He takes it for certain that the scheme, when under operation, will do a world of good to the people for whom it is intended to be carried out.

With these few remarks on the scheme, I subscribe myself, under orders.

From the Revd. J. A. GRAHAM, Church of Scotland Guild Mission, Kalimpong, to the Director of Public Instruction, Bengal, dated the 29th March 1907.

In answer to your request for my opinion on the subject of your circular letter no. 5472, regarding free education, I beg to state—

1. In all the lower and upper primary schools under my supervisoin we have had free education ever since they were started. I am therefore not in a position to offer an opinion of any value on the subject. As to the general principle of free education in such schools, I think it a sound one.

2. We do not give books and other school requisites free to the pupils, but my experience of the difficulty in getting parents to supply these, leads me to think it would be good policy to supply them free as indicated in paragraph 15 of your letter.

3. My experience of free schools leads me to think that the opinion of the Government of India (paragraph 12 of their letter) is a sound one that the abolition of fees will not in rural districts at once result in a great increase of the number of children at school. The great drawback in this district is the necessity of keeping children at home to herd the cattle and goats, and so long as their fields are unfenced, the poorer raiyats will be backward in sending their children to school.

From MISS ANNIE V. WEAVER, Secretary, Baptist Zenana Mission, 44, Lower Circular Road, Calcutta, to the Director of Public Instruction, Bengal, dated the 14th May 1907.

In reply to your Circular no. 30 of March 1907, I herewith enclose a rough estimate of the cost of supplying school requisites and abolishing fees in the six lower primary schools of our Mission.

As the Calcutta Missionary Conference Committee, representative of the various Missions, is now considering the Government proposals of free education and the difficulties which, if these proposals are carried out, may possibly arise in the relationship of Missions to Government aid, we prefer to defer our opinion till a more united conclusion has been arrived at on the matter by Missions as a whole—

Estimated annual cost of supplying school requisites for five years (1909—1913) in six Baptist Zenana Mission lower primary schools:—

	R
Pictures, models, etc., for object-lessons	100
Slates, books, stationery, etc.	400
Needle-work	30
Furniture	70
Total	600
Estimated annual cost of abolishing fees	200
GRAND TOTAL	800

From Babu GIRIJA PROSANNA MUKHERJI, Zamindar, to the Director of Public Instruction, Bengal, no. 1167, dated the 10th June 1907.

In reply to your letter of the 4th March 1907, asking for my humble opinion on the Circular letter no. 38, dated the 4th March 1907, *in re* the proposed abolition of fees in all primary schools, I beg most respectfully to submit the following for your favourable consideration.

At the outset, I beg leave to say that I confine myself simply to the general aspect of the question, and that is also, I believe, what is expected of me. I beg further to state that by "primary schools" I have taken them to mean institutions where only the vernacular is taught and knowledge is imparted through its medium.

While grateful to the Government for their proposal to inaugurate such a liberal measure, I am old fashioned enough to feel certain misgivings as to whether the measure would produce the desired effect. In the first place, I cannot but demur to the suggestion that the abolition of fees in primary schools may be regarded as a form of relief to certain classes of the community akin to the reduction of taxation, for in my opinion the fee charges are very low, and the willing guardians do not grudge the small fees given for the education of their children. A glance at the table, page 6, given in the India Government Resolution no. 883, dated the 22nd November, will convince any one of the fact that at least the people of Bengal spend more than what the other Provinces together spend as fees in primary and middle vernacular schools.

In the next place, the education or rather "instruction" as now given in those schools is nothing but a literacy of a very poor kind, and Herbert Spencer and I doubt whether the spread of this sort of "education" without the corresponding development of character is a thing to be devoutly wished for. If the fact that fees in primary schools in England and most other civilised countries have been abolished, and that in India old education was given free, be meant as an argument to show the beneficial nature of free education, then I should be excused if I should entertain some grave doubts on the full applicability of the dictum for the time, environment and institutions are so dissimilar. Though I never hold that "little learning is a dangerous thing," I believe that it may be so, if that little learning be not sound and healthy. Both the curricula and the mode of teaching in vogue are very much below the desirable. To let loose then the school-master abroad without a sufficient guarantee as to his qualifications and character is a very serious affair. But I hope and believe this aspect of the question must have already engaged the due attention of the Government.

The next question is whether there will be any evasion regarding the primary education to be given free. The safeguard in my humble opinion is to be found in associating Local Boards, Municipalities and village Panchayets, and other able local men with the management of schools, in making the Inspecting officers pay frequent surprise visits, and in inducing local people and bodies to report against the delinquents to the proper authorities and in giving their representation prompt and sympathetic attention.

As regards the suggestion of supplying books and other school requisites for the use of children free of charge, I cannot but feel grateful for the benign Government for their desire to add this coping stone to the proposed noble edifice. My humble suggestion is that this helping hand should be stretched only to those who need it.

In conclusion, I beg to suggest that in my humble opinion there are causes other than that of paying fees that interfere with giving the children of Bengal free primary education; there may be some penal clause similar to that which obtains in England regarding elementary education.

From the Chairman, Baruipur Municipality, to the Director of Public Instruction, Bengal, no. 3, dated the 8th April 1907.

With reference to your circular no. 39, dated the 4th March 1907, forwarding your printed circular no. 38, together with a copy of letter no. 883, dated the 22nd November 1906, from the Government of India, concerning the proposal to abolish fees in primary schools, I have the honour to state that your circular letter was put

before the Municipal Commissioners at their special meeting held on the 28th March last, and it was resolved that the proposal of the Government of India, conveyed in the letter referred to above, be accepted, as it will conduce to the better education of the masses.

From Maharaja Sir JOTINDRA MOHAN TAGORE, K.C.I.E., to the Director of Public Instruction, Bengal, dated the 25th June 1907.

Your letter no. 5515, dated the 4th of March last, reached me in due time. Owing to the trying state of the season as also for the indifferent state of my health there has been this unavoidable delay in my acknowledgment of the receipt of the same, and for this I beg to offer you my best apologies.

Not being conversant with all the present rules and regulations of the Education Department as well as the facts and figures in connection therewith, the expression of my opinion on the different points raised in the communication would not, I am afraid, be of much value to the authorities. I beg however to submit a few observations as they occur to me on a perusal of the papers sent along with your letter.

The proposal of the Government of India for the abolition of fees in all primary schools would certainly be a most welcome relief to certain classes of the community. Such a measure is well calculated to remove an obstacle in the way of the spread of primary education embracing what is popularly called the three R's. The object of the scheme being to benefit the poorest classes consisting of the agriculturists, the small traders and the artisans, the abolition of fees should be confined, as it has been settled, to upper and lower primary and middle vernacular schools where no English is taught.

The policy of charging fees in primary schools is based upon the argument that gratuitous education is lightly valued, and it induces irregular attendance and apathy on the part of the pupils who consider that they may better utilize their time by rendering their services to the workshop or the field. This objection does not seem to carry the same weight in India as in other countries, for in Bengal at least, the system of tol education for the dissemination of Sanskrit learning which has been prevalent from time immemorial involves no charge either in money or in kind, and yet the education imparted thereby has been highly valued and eagerly sought for.

The rule which is proposed to be general seems to be a sound one, that the abolition of fees will be insisted on as a necessary condition of upper and lower primary and middle vernacular schools receiving *any aid at all.* It seems to be just and proper also that to exceptional schools of these classes permission should be given to charge fees without forfeiture of the grants-in-aid hitherto received. The Inspectors of Schools should, I think, set forth the principles upon which such exceptions should be recognised.

I am not in possession of sufficient details of facts and figures to enable me to suggest the ways and means such as would effectually counteract the loss of income of the school on account of the abolition of fees. The scale of grants may, I think, be revised, so as to afford proper support to a system based upon the rule of abolition. The abolition, if decided upon, may, I think, take effect gradually as is proposed, so as to enable the authorities to watch the operation of the system as it works.

I fully approve of the proposal to supply, free of charge, books and other school requisites in the case of upper and lower primary and middle vernacular schools.

As to the question of devising means to prevent the surreptitious levying of fees, whether in money or in kind, by the school authorities after the abolition of fees has been given effect to, it may be left to the Inspectors or the governing bodies to keep up an active supervision to guard against such a practice and as a deterrent, the threat of withdrawal of the aid may be held out.

From Raja BAIKUNTHA NATH DE, Bahadur, Balasore, to the Director of Public Instruction, Bengal, no. 115, dated the 26th June 1907.

In reply to your letter, forwarding for an expression of my opinion copies of your Circular nos. 38 and 86, dated 4th March and 12th April last, respectively, with enclosures, I have the honour to observe as follows.

My remarks will only be general, and will not contain any facts and figures to collect which seems to have been the chief object of the circulars. In my capacity, however, as Chairman of the Balasore Municipality, I shall probably have occasion to deal with the facts and figures relating to schools within the jurisdiction of this Municipality, in consultation with the Deputy Inspector of Schools of the district.

The thing which strikes me most in the remarks contained in the letter of the Government of India, as also in your Circular letter no. 38, referred to above, is the distinction that has been drawn between a Middle Vernacular and a Middle English school. As far as my knowledge goes, the only difference between these two classes of institutions lies in the fact that English is taught as a second language in Middle

English Schools, whereas in Middle Vernacular schools there is no arrangement for the teaching of English. Most Middle English schools of mufassal were originally Middle Vernacular and English was subsequently added when the demand for it arose. There is little difference in rank, occupation and circumstances between the classes of pupils generally frequenting Middle Vernacular and Middle English schools. The parents or guardians who send their children to Middle Vernacular schools would be only too glad to have them educated in English, if there were opportunities for it, *i.e.*, if such schools were within their reach, and those parents and guardians who are at present sending their pupils to Middle English schools would be compelled to have them educated in Vernacular schools if no English schools were available. The abolition of fees from Middle Vernacular schools and their retention in Middle English schools will, in my humble opinion, go a great way towards depriving a large number of common people from having a knowledge of English, however small, except in towns where Middle English schools will continue to exist.

The abolition of fees in Primary and Middle Vernacular schools will be hailed with joy and gratitude by all classes of people, and it will, it is hoped, serve to spread primary education among the masses to a very large extent. A large number of unaided schools will also have to be taken on to the aided list, but this may be done by degrees, say in 5 years or even more after the first introduction of the new system. A certain number of unaided schools, however, will continue to remain as unaided, since the petty zamindars and other well-to-do men of mufassal do not like to send their children to distant schools, and will continue to have unaided schools of their own at their own houses if no aided schools be near.

As regards the best means of ensuring that no fees either in money or in kind shall be levied from the pupils, I beg to observe that fees are in very many cases paid in kind in mufassal, and if the abolition of fees is to be really effected, the system of receiving presents should be discontinued and forbidden under the penalty of forfeiture of the aid from Government. The fact that no fees are to be paid may be made known to all people by means of the subordinate inspecting agency, and Sub-Inspectors and Deputy Inspectors should make enquiries regarding it from villagers as also from village panchayats. No voluntary contribution should, in my opinion, be permitted except in those places where the *pathsalas* are held under the auspices of any mufassal zamindar, or where they are managed by Missionary bodies.

Books may be supplied to the boys of Lower Primary and Girls' schools in the first instance, and if possible to boys of Middle Vernacular schools also. Parents and guardians who are indifferent to the education of their children are still more so in the matter of buying books, and whatever amounts are spent by such guardians on books are only grudgingly paid. In the case of Upper Primary and Middle Vernacular schools, however, which are situated in comparatively better places, the state of things may be somewhat different. As for girls' schools it may be said that the education of girls being still in its infancy in this country, it is necessary to supply books and other school requisites free of charge.

In regard to your circular no. 86 on the subject of buildings, I beg to observe that, though it is a matter which involves considerable expense, the demand for it will not be so pressing as that for increased funds on account of the abolition of fees, increase in the number of schools, etc. The inspecting officers, however, may be called upon to submit forecasts on this head, as suggested in the letter of the Inspector of Schools, Chota Nagpur Division.

From the Hon'ble Mr. Justice Sarada Charan Mitra, M.A., B.L., to the Director of Public Instruction, Bengal, dated the 6th July 1907.

I have the honour to acknowledge the receipt of your letter no. 5530, dated the 4th March 1907, concerning the proposal to abolish fees in Primary schools, and to state as follows in reply.

2. The proposition is theoretically unquestionable that no fees should be charged, especially in rural areas, for primary education. Such fees have been abolished in most civilized countries, and it may, with considerable propriety, be argued that India should not be backward in affording the utmost facility to the primary education of the masses.

3. I have, however, great misgivings as to the success of an attempt to give free primary education to the masses in the greater part of India at its present sociological condition, if such education be not compulsory, as it is compulsory in many civilized countries. The generality of people in rural areas have not yet got any idea as to value of primary education. As superficial observers, they find that educated men are generally better off in life than they themselves, but at the same time they know that to be relieved of manual labour their children must receive good education in its higher stages, at least in its secondary stage. Primary schools are considered to be the means of getting into secondary schools, and, if possible, colleges. It will take years, even in the more advanced districts of Bengal, for people in the lower strata of society to appreciate the value of primary education as such.

4. I have observed the greatest reluctance in people of the lower classes for whose children free Primary education is mainly intended, to send children, male or female, to free Primary schools. The free schools that I started have failed for want of pupils. The free Primary school that I now have at Pansehola, in subdivision Serampore, district Hooghly, contains about a dozen of students, and all the students belong to the higher castes. People of the lower castes (the labouring classes) do not send their children to school, though they have not to pay fees.

5. My experience of most other parts of Bengal is the same. They would not send their children to school, and they would prefer the same sort of early life of their children as they themselves led.

6. Free primary education must be compulsory, and unless it be made compulsory by legislation, I fear public money spent for free education will be wasted. Advantage will be taken by classes who prize education, though they can and must afford for fees and prices of books, etc., for their children. The classes intended to benefit by free primary education will derive none.

7. My suggestion is that an Act should be passed by the Legislative Council of His Excellency the Governor General for compulsory primary education, it being left optional with the local Government to apply it in any Province or part of a Province, or any district or any specified local area. The Director of Public Instruction may, in consultation with the Inspecting officers under him and the District and Local Boards, select areas for free as well as compulsory primary education, and advise the local Governments.

8. Experiments in the lines indicated in the letter of the Government of India, no. 883, dated the 22nd November 1906, may, however, be made at once in specially selected areas to test the utility in the present state of Indian society of incurring costs for free primary education. The admission registers kept in the schools should show, besides other usual matters, the class in life and the callings of the guardians. If it be found after the lapse of a reasonable time that the majority of the pupils belong to the Brahmin, Kayasthas or other higher classes, the experiment should be considered as a failure. If, on the other hand, it be found that a fair number of pupils belong to the cultivating or labouring classes, the experiment should be considered to be successful. In the latter case, the system should gradually be extended to other parts of the Province.

9. I am strongly in favour of free primary education of the masses, but it seems to me that the money allotted for education in Bengal should not be wasted, and the best use should be made of the insufficient sum that the Government may consistently with other important heads of charges place at the disposal of the Director of Public Instruction. More importance should be attached to the practical than the theoretical.

10. To make the abolition of fees useful as an inducement to parents and guardians to send their children to school, books and other special requisites in the case of Upper and Lower Primary and Middle Vernacular schools must be supplied without charge.

From Rai TARINI PRASAD, Bahadur, Honorary Secretary, Bhagalpur Landholders' Association, to the Director of Public Instruction, Bengal, no. 1857, dated the 24th May 1907.

I have the honour to acknowledge the receipt of your no. 5507, dated the 4th March 1907, forwarding a copy of your Circular no. 38 of even date, and a copy of letter no. 883 of the Government, dated the 22nd November 1906, and asking for the opinion of this Association on the question raised therein.

In the letter referred to, the Government of India state that they have under consideration a measure for the abolition of fees in those public vernacular schools, which have seven standards (or less) above the infant class, and which are under the management of Government, Municipal or local bodies, or are in receipt of grants-in-aid, that it will extend to all pupils in the schools without distinction, but that it will not extend to the primary department of secondary schools, nor to European schools. The Government of India invite a full expression of the opinion of the local Government on the policy of such a measure, the means of carrying it out and its cost. If the replies of the local Governments be favourable, and if the probable cost of the scheme be found to approximate to that which they estimate, the Government of India would, before directing any steps to be taken, endeavour, with the sanction of the Secretary of State, to make, when circumstances permit, an assignment of funds for the immediate cost of the measure.

By the Circular no. 38 of the 10th March last, which you have addressed to Inspectors of Schools, and which you have also forwarded to me, you require an estimate of the cost of such a scheme in Bengal, and a forecast of expenditure in case the scheme be further extended and in certain other contingencies. The Committee of this Association regret to say that they are not in a position to furnish such an estimate or forecast of costs, which can only be furnished by the officers of the Education Department to whom your circular is addressed.

The policy of the measure, the Committee of the Association would humbly observe, does not stand in need of any support by advocacy. It is consequent on a change of policy in England which came about so long ago. "In 1891 Sir W. H. Dykes' Act practically abolished the payment of school fees, and thus threw upon the State the duty of compensating schools managers for the loss of nearly two millions of annual revenue hitherto contributed by parents." The Government of India has hitherto been tied down to an opposite policy which was laid down first in paragraph 54 of the Education Despatch of 1854, and which was said to have been based on experience. It is a happy augury for primary education in India that that policy is going to be abondoned. Considering the extremely backward condition of education in India, the Committee of the Association can only wonder that the policy was not abandoned simultaneously with the discovery of its unsoundness in England, and that Government is not prepared to bring the change into operation at once, but should delay its introduction further. The Committee however are grateful that the necessity of a change is now recognised by Government.

Following strictly the views of the Government of India, you say that you would confine the change, *i.e.*, the abolition of fees to upper and lower primary and middle vernacular schools only in Bengal. The Committee of the Association hope however that the benefit of the measure will shortly be extended to unaided primary schools, as also the primary departments of secondary schools. The delay in bringing about the change of policy might be compensated by extending its operation over as wide an area as may be fairly covered by it.

The Committee of the Association do not entertain any fear that teachers in the schools of primary education would try to levy upon their pupils any fee in money or kind after the scheme has been duly published. Parents and guardians would be on their guard, and some watchfulness on the part of Inspecting officers would be sure to check any such attempt on the part of the teachers to obtain fees or voluntary presents from their pupils.

The Committee of the Association think that a free grant of books and other school requisites would go far to promote the object of the benevolent scheme that the Government has in its contemplation.

The Committee regret the delay which has occurred in sending this letter.

From Revd. ALEX. TOMORY, Secretary, United Free Church Mission, to the Assistant Director of Public Instruction, Bengal, dated the 2nd June 1907.

Referring to your no. 9988 of date 24th May, received yesterday, I have the honour to state that the question of free primary education suggests itself to me as a Mission problem under the following heads:—

1. It is desirable in this country to institute free primary education to attempt to alleviate the appalling illiteracy which over fifty years of enlightened educational administration have hardly succeeded in alleviating to any appreciable extent.

2. As a Mission question the problem presents itself thus: Missions of all branches of the Christian Church have been compelled to take up the matter of primary education (some of them also undertaking secondary and higher education) in India, not because that was their primary work, but because the dense ignorance of the people on the one hand, and the ludicrous inadequacy of the official schools supplied by Government on the other hand, rendered it imperative for Missions to teach before they could preach with any effect. Unbiassed official opinion bears ample testimony to the utility of such Mission education. Apart from the primary education imparted in these schools, Missions have used them as a medium of conveying Bible teaching. Indeed it may at once be frankly stated that, apart from the Bible teaching, most Missions would not carry on even primary education. Any interference with this Department in any contemplated rules for grants-in-aid towards free primary education would lead to the closing of Mission schools.

3. If free primary education is introduced, Government must be prepared to meet the *total* expenditure on the primary schools, and on the primary department of each aided school. It will not be sufficient to pay a grant equivalent to the amount of fees earned by such primary schools or primary departments in past years. From the inception of the free primary system, the best teachers must be employed and paid a respectable salary. I need hardly say that this will far exceed the amount now realised in fees in primary schools. I say in passing that buildings, methods, kindergarten "gifts" and other expensive appendages of modern educational primary methods will greatly swell the budget of expenditure beyond that modest sum which is spent from year to year on the more or less experimental and casual primary educational methods now in vogue. Government must be prepared for an expenditure far exceeding that faced in the past.

4. Free education must be accompanied ultimately by a compulsory clause. In India this might be begun at first in selected towns and cities. But free and compulsory

in this context are correlative terms. English experience went the other way. It first made education compulsory, then logically made it free. In India the time has come to compel the people to be able to read and write their own vernaculars. They will never do it of themselves. Indolence, apathy, good nature, and a complete *laissez-faire* disposition will operate against Indian parents making any attempt to educate their children in the case of three-fourths of the population. For the sake of the children, and of the future of India, it is incumbent on Government to compel them to be educated in the "primary" sense.

5. Missions will doubtless gladly co-operate with Government in undertaking the stupendous task thus opened out before them. But missions will not tolerate any interference with religious teaching in any system of Government aid: and if such interference occurs, they will probably withdraw from primary education altogether.

From Sir CHUNDER MADHUB GHOSE, Kt., to the Director of Public Instruction, Bengal, dated the 12th June 1907.

I have the honour to acknowledge receipt of copy of your office Circulars nos. 38, dated the 4th March, and 86, dated the 12th April 1907, as also copy of a letter of the Government of India, no. 883, dated the 22nd November 1906, on the subject of Free Primary Education in Bengal, and beg to observe as follows.

2. There can, I think, be no doubt, that the abolition of fees in the Upper Primary and Lower Primary schools, including Middle Vernacular schools, is a measure well conceived for the improvement and expansion of primary education and for the encouragement of mass education generally. But this measure, I am afraid, may place unaided Secondary schools and Middle English schools, whether aided or not, at some disadvantage. The disadvantage, however, may be safeguarded to a considerable extent by differentiating the curricula of the corresponding classes of these schools.

3. As at present arranged, if I understand it rightly, the same text-books are prescribed for the Primary, the Middle Vernacular and the Middle English schools, as well as for the corresponding lower standards of the Secondary schools both under public and private management. In these latter schools the boys are taught in the first and second standards entirely in the vernacular; and it is only when they reach the third standard, they commence reading English as a second language. It seems to me that with the abolition of fees in the Primary and Middle Vernacular schools, English should be more largely introduced in the lower classes of the secondary and the middle English school; otherwise these schools may suffer much for want of sufficient numerical strength in the lower classes. And, in this connection, I would invite your attention to my remarks in my letter to your address, dated the 21st May last, on the subject of secondary education—the particular portion I have in view being in paragraph 9.

4. Turning now to free education itself, it should, I think, be confined to agricultural country people and to the poorer sections of the community. At the same time, care should be taken that the abolition of fees in the Primary and Middle Vernacular schools does not affect the interests of the existing Middle English schools, which are now the great feeders of the High English schools; and I would suggest that such schools—in the event of their losing strength by reason of the abolition of fees in the Primary and Middle Vernacular schools existing in the neighbourhood—should receive substantial aid from Government.

5. I am further of opinion that in the Presidency and other important towns, where the boys belong for the most part to the middle and higher classes of the community, there would seem to exist no need for the proposed abolition of fees. And so far as the Middle Vernacular schools are concerned, they should, I think, be allowed to teach free at such centres only where the community is chiefly agricultural or belongs to the artisan class, and where the people generally are comparatively poor.

6. I am also of opinion that books of reference, black boards, and other school requisites should be supplied without charge to the Primary and Middle Vernacular schools; but the pupils may be left to procure their own text-books.

7. I would further suggest that funds should be formed for improving the local habitation and surroundings of the schools.

The above are the only remarks that I have to make on the circulars in question.

From Raja PEARY MOHAN MOOKERJEE, Uttarpara, to the Director of Public Instruction, Bengal, dated the 31st March 1907.

In reply to your letter no. 5522, dated the 4th instant, I have the honour to submit the following observations on the proposal to abolish fees in Primary schools.

Although there is some force in the observation that education which is paid for induces a more regular attendance in the schools and greater application to study than purely gratuitous education, I think that the time has come in Bengal when, following the practice which obtains in other civilised countries, schooling fees might be abolished in respect to the education of the masses, that is, of the sons of agriculturists, small traders and artisans. Keeping this limitation in view, the fees should be abolished only in the Upper and Lower Primary and Middle Vernacular schools, the last being classified for statistical purposes under the head of Primary and not Secondary schools as at present. These schools, in which English is taught even only in the higher standards and the Primary Departments of secondary schools, should not be given the benefit of the exemption. In most of them the education is intended to be only preliminary to secondary and higher education.

For the purpose of gathering experience on the working of the scheme it should be tried in the beginning only in a few selected areas, say, in 4 or 5 of those districts which are backward in education, specially of the masses. In such districts the fees should be abolished in all the Primary schools *per saltum* and not gradually. The effect of the latter arangement would be to discourage education in certain classes of Primary schools and to introduce confusion in the calculation of the results of the experiment.

The abolition of fees should be made only in the Primary schools which are under the management of Government or of Municipal or other local bodies, and in all schools also which receive grants-in-aid. Primary schools under private management should not be interfered with. But it is only reasonable to anticipate that a large number of these private schools would be gradually compelled to abolish fees and apply to Government or to local bodies for grants-in-aid.

In the schools which shall come under the operation of the scheme, payment of fees either in money or kind should be strictly forbidden. Unauthorised receipt of such payments should be visited with fines and hereafter, if necessary, with criminal prosecution. It would otherwise be difficult to stop teachers from receiving, if not exacting, money from the guardians of the pupils. Suspension or withdrawal of grants-in-aid in cases of breach of rules would simply be punishing the boys for the delinquencies of their teachers.

No fees should be charged in any girls' schools. This reform might be inaugurated at once throughout the Province.

It is not difficult to anticipate what would be the result of the abolition of fees in Primary schools. There is no doubt that there will be a large increase in the number of such schools, and a large accession to the number of school-going boys from the ranks of the poorest classes. In order to meet the requirements of the communities from which the boys would be mostly drawn, the hours of attendance in schools should not be fixed by a hard-and-fast rule, and there should be periodical recesses in certain seasons of the year in order to enable the boys to help their parents in the workshop or the field.

From Nawab Bahadur SYED AMEER HOSSEIN, C.I.E., Secretary, Central National Muhammadan Association, to the Director of Public Instruction, Bengal, dated the 27th April 1907.

I have the honour to acknowledge the receipt of your letter no. 5511, dated the 4th March 1907, with enclosures, asking for the opinion of the National Muhammadan Association on the question of abolishing fees in primary schools and to state the reply below.

1. The Committee of the Association gratefully acknowledge the endeavours of the Government to spread primary education amongst the masses and the concern it has shown for it.

2. The Committee agree with Government in the opinion that the abolition of fees in primary schools will be a relief to certain classes of community and remove an obstacle to the spread of education.

The Committee, while they approve the principle of free education, do not however regard the measure proposed by Government as an unmixed good. The Committee think that the abolition of fees in purely vernacular schools will greatly affect middle English and secondary schools teaching up to the Entrance standard of the Calcutta University. There is, therefore, some apprehension that the progress of high education will suffer by it. The secondary schools in Bengal have primary departments the standards of which are similar, though not the same, as in primary schools, and are to a very great extent supported by the fees received therefrom. They would naturally be deprived of that income when fees are abolished in primary schools, and it is doubtful whether these schools will be able to get on without that income. The Hon'ble Mr. Gokhale has given the proposal his unqualified support because the system in the Bombay Presidency is different; there the secondary schools have no primary departments.

3. The Committee therefore suggest that instead of the abolition of fees altogether without distinction, the Government should encourage the grant of free studentships

by Managers of primary schools, which should not only include middle vernacular but also middle English schools, by more liberal grants-in-aid.

4. The Committee approve the proposal of the Government to supply without charge books and other school requisites, and hope that school furniture may also be supplied.

5. The Committee hope that in any measure for the spread of education, provision will be made for the encouragement of indigenous *maktabs* and lower grade *madrassas*, where Urdu, Persian, and Arabic are taught, for which no provision is made in the scheme now before the Government.

From Babu **Chandra Shekar Prasad Singh**, B.L., Honorary Secretary, Behar Landholders' Association, Bankipore, to the Director of Public Instruction, Bengal, No. 747, dated the 3rd May 1907.

I have the honour to acknowledge the receipt of your letter no. 5508, dated Calcutta, the 4th March 1907, and in reply to state that in the opinion of the Committee of the Behar Landholders' Association, it is doubtful whether any extraordinary improvement in primary education will at once follow the abolition of fees in primary schools, but that the Government could not have much longer delayed to make primary education free without reproach is a fact, and the Committee are glad to find that you have taken action, with commendable promptitude, as regards the Resolution of the Government of India on the subject. In the opinion of the Committee the abolition of the fees should be confined to purely primary institutions, and institutions in which primary education is combined with secondary education as well as institutions under private management should be placed beyond the scope of the measure; that the abolition, in order to be effective, should be *per saltum* and care must be taken to ensure that the advantages of the abolition reach the classes whom it is desirable to give relief.

From the Reverend **R. Kilgour**, B.D., Mission House, Darjeeling, to the Director of Public Instruction, Bengal, no. 810, dated the 22nd May 1907.

In reply to your no. 5472, dated 4th March 1907, regarding free education, I have the honour to state:—

1. That as free education is the policy actually carried out by this Mission in all our schools, we naturally rejoice at the Government's homologating our course of action.
2. Our experience, however, does not lead us to expect that the mere fact that education is free will make any great increase in the number of scholars. It will take some time yet ere there is such a general desire for education that all will desire to benefit by it. At present in this district there is, unfortunately, a demand for smattering of English education, equipped with which lads think themselves fit for any English speaking billet; and, unfortunately for themselves and the cause of education, they too often obtain such work. I would therefore strongly advise that the proposal made by you in paragraph 3 of your letter, *viz.*, that the question should effect merely Upper and Lower Primary and the Middle Vernacular schools only.

I would impress the necessity of careful attention to your paragraph 12 in all districts. Only careful personal supervision will enable the object of this important paragraph to be carried out.

I think that if Government carries out this scheme, it should give the Mission an additional grant—say, R200 a year for this Division, for the purchase of books and slates, which would then be distributed free.

From the Calcutta Missionary Conference Education Committee, to the Director of Public Instruction, Bengal, dated the 12th June 1907.

At the last Meeting of the Calcutta Missionary Conference, the subject of the "Government Proposals *re* Free Primary Education in Bengal in relation to Mission Schools" was discussed, and at the conclusion of the discussion it was resolved that the Conference, through its Education Committee, should express to you its views on various points arising out of your Circular no. 38, dated 4th March 1907. The Conference is further encouraged to take this step, in view of a communication, no. 361, from the Deputy Secretary of the Government of India, Home Department, Education, to the Secretary of the Calcutta Missionary Conference, Education Committee, dated 10th May 1907, suggesting that the several Missionary Conferences should address the local Governments on this subject.

The Conference views with satisfaction the desire of the Government to extend primary education among the masses of the people.

The Conference, however, is keenly alive to the dangers of any proposed scheme of free education in India. Among these may be mentioned—

(*i*) as to the State, increase of taxation in future years, even though to certain classes at the present day the abolition of fees may be regarded as equivalent to some reduction of taxation;

(*ii*) as to many educational institutions doing good work, the discouragement of private enterprise in Primary Education which Government has hitherto endeavoured to foster by giving grants-in-aid and the dangers of undue interference in the internal management and control of aided schools, including Mission schools;

(*iii*) as regards the parent, diminution of the sense of responsibility, and of independence of action.

Nevertheless, the Conference is generally of opinion that in India the benefits to the State, the parent, and the child, outweigh these dangers to such an extent that the policy of free Primary Education has its approval.

Regarding the practical means of carrying out the policy, the Conference realises that the change from the present system must be a slow and gradual one, and would respectfully urge that even more important than any arrangement for the raising and assignment of funds is the question of the qualification and supply of the teaching staff, upon which question the value of the change must so largely depend.

Unless, therefore, some more definite and more extended policy of normal training for the staff of Inspectors as well as Teachers accompanies the change, the results will be to a large extent poor, and the ability to expand greatly limited. The financial obligation of this aspect of the proposed alteration should not therefore be lost sight of.

The Conference agrees with the suggestion made in paragraph 3 that it would be wise to confine the abolition of fees to the Upper and Lower Primary and Middle Vernacular schools. In view of the fact that the curriculum in the lower departments of High schools and in Middle English schools is not yet definitely fixed, the Conference strongly urges that the opportunity be taken to make the teaching of English the standard that differentiates the lower departments of secondary schools from the free school system.

With regard to the increase of cost, the Conference is unable to go into details, but it is of opinion that if the existing Primary and middle schools of any one district were entirely taken over by Government, its financial responsibility would be increased at least five-fold.

On the question of devising means to prevent the levy of fees, whether in money or in kind, the Conference does not anticipate that any system will be able completely to alter an immemorial custom. The remedy will be found partly in the class of teachers employed and the standard of their remuneration, and partly in the departments of supervision and inspection.

The Conference approves the suggestion to supply without charge books and other school requisites.

While receiving with satisfaction the assurance of Government that they will continue "to encourage such institutions as Primary Mission schools" by grants-in-aid and other means in their power, this Conference would respectfully point out that, should the control of such schools pass from Mission Authorities to the Government—a change which many fear would be the necessary result of free primary education being made compulsory—Missionary Societies may be reluctantly compelled to reconsider their whole attitude towards Primary Education, if not withdraw from it altogether.

This Conference therefore desire to express the hope that before any system of free Primary Education, which may prove detrimental in its effects on Primary Mission Education, is adopted for India, some means may be devised to secure the co-operation of Missionary Educationists, to whom Government has so often in the past expressed their indebtedness in the cause of education. Especially is this desirable in regard to the department of Female Education in which missions have had so large a share.

From MAULVI SYED MUHAMMAD KARIM AGHA, B.A., Secretary, **Muhammadan Defence Association**, to the Director of Public Instruction, Bengal, no. $\frac{337\text{-E.}}{117}$, dated the 15th April 1907.

I am directed by the Committee of the Muhammadan Defence Association to acknowledge the receipt of your letter no. 5505, dated the 4th March last, with enclosures, which were received in this office on the 25th ultimo, and in reply to state the following.

2. In the first place, my Committee begs to say that it cannot give any estimate in figures as the figures are not available in this office, and it is a little difficult for the Association to calculate figures for the whole of Bengal. Under the circumstances

my Association begs to submit general remarks on the subject, and will treat in *seriatim* with reference to your circular letter no. 38, dated the 4th March 1907.

3. *Paragraph 3 of circular letter no. 39.*—My Committee agrees with you in this point, and thinks that the abolition of fees should be confined to upper and lower primary and middle vernacular schools.

4. *Paragraph 5 of circular letter no. 38.*—The Committee of the Muhammadan Defence Association is of opinion that the abolition of fees be one of the conditions of the grants-in-aid, and until the fees in any form be abolished, no grants-in-aid be given.

5. *Paragraph 6 of circular letter no. 38.*—My Committee is of opinion that the scales of the grants-in-aid should be revised, and the calculation should not be based on the present system nor on the incomes of the schools reported; for the income and expenditure of schools reported are not always above suspicion.

6. *Paragraph 12 of circular letter no. 38.*—To prevent the levying of fees in kind indeed is a very serious question, and it is very difficult to suggest any system which will completely stop it. On this point my Committee is of opinion that if Departmental Free Schools be established in each centre for the guidance of the guardians of the ward, and when it will be known to all the residents that in the departmental schools no fee is levied either in money or in kind, they will naturally decline to give anything in kind to other schools, otherwise the unsophistical cultivators will be duped by the "miajees" and "gurus" who will realise such an amount in kind that will be telling on those for whom abolition of fees is contemplated.

7. *Paragraph 15 of circular letter no. 38.*—My Committee does not "approve the proposal to supply without charge books and other school requisites in the case of upper and lower primary and middle vernacular schools," for if books be given free, neither the boys will take care of them, nor the guardians will insist on their wards to look after them. The Committee of this Association is of opinion that as far as practicable the prices of books should be as low as possible.

8. *Paragraph 16 of circular letter no. 38.*—My Committee is of opinion that if it is financially possible, the abolishing of fees should be *per saltum*.

From Raja Sati Prosad Garga, Mahisadal, to the Director of Public Instruction, Bengal, no. 131, dated the 12th June 1907.

I have the honour to acknowledge with thanks the receipt of your office no. 5491, dated 4th March 1907, forwarding a copy of Circular no. 38, dated the 4th March 1907, to Inspectors of Schools, and asking me to give my opinion on the various questions raised in the correspondence.

I beg to thank you for the honour you have done by asking me for my opinion and I beg to submit below my views with regard to free primary education in Bengal.

In the first place our warmest thanks are due to the Government of India for the noble, enlightened and generous policy of free primary education enunciated in their no. 883, dated Calcutta, the 22nd November 1906. I am of opinion that abolition of fees in the upper and lower primary and middle vernacular schools will have the effect of increasing the number of pupils in those institutions which are situated in comparatively advanced districts. But the effect, I have reasons to believe, may be otherwise in the schools situated in very backward districts and the number of these is not very insignificant. I need not dilate on the advantages of free mass education. The great paternal Government will be only fulfilling its duties by making education free for poor men who cannot afford to pay for their tuition.

It is seen that the amount of fees collected in schools under public management and in aided schools comes up in round numbers to R29,00,000. But I am of opinion that more money will be required to maintain these schools when fees are abolished, as receipts in kind will also be abolished along with fees. At least 10 to 15 lakhs more will be required to maintain these schools and those others that will spring up under the favourable circumstances, in an efficient state. But I believe that a few lakhs will be nothing to the rich and generous Government when it is required for so noble a cause.

I also think that it will be necessary to make the free primary education compulsory or else the poor ignorant mass will not be able to reap the fullest advantage of its so generously granted by a paternal Government. I know the condition of the mass hence I am led to make the above remarks. The poor people are so hard up that they will utilize the services of their boys of school-going age to assist them in various household works if there is no binding to send their sons to free primary schools. I hope that when a feudatory chief like Baroda has made primary education both free and compulsory within his territory, the great India Government will easily be able to do so if they are only convinced that the greatest benefit from free primary education can only be obtained if it is also made compulsory.

It is a great pity that there is no unalloyed good in this world and I wish to allude to one other point—I mean the effect, the abolition of fees in the lower primary, upper primary, and middle vernacular schools will have on the secondary schools teaching up to middle English or matriculation standard of the Universities. The many high class English schools are living hand-to-mouth. Pupils in the lower classes are more numerous than pupils in the higher classes, and the fees realised from the boys in the lower classes go to pay salaries of teachers in the higher classes. But under the altered circumstances it is almost certain that there would be a considerable falling off of students in the lower classes of middle English and high class English schools, who would receive education free in the lower primary, upper primary and middle vernacular schools. So to avoid the Scylla (defect of primary education), the bark of education may fall into the Charybdis (injury to higher education). To improve mass education the higher education may suffer. It will, therefore, be necessary to make liberal provision for grants-in-aid to these schools or a majority of them would cease to exist. It is to be hoped that provision would be made for this contingency by the Governor General in Council.

To sum up:—

1. People would be grateful to the Government of India for providing means for free primary education. This was a great desideratum and it is gratifying that it is going to be provided for.

2. It is desirable to make free primary education compulsory, or full benefit would not be derived by the people.

3. The making of primary education free by abolishing fees will require more money than the amount of fees now levied which come up to twenty-nine lakhs. It will ultimately require about 50 per cent. more than the present amount of R29,00,000, which are now realised from the students as fees only. This will be owing to the establishment of more primary schools and the provision that will have to be made for receipts in kind, which will also be abolished. But it is hoped that this additional 10 or 15 lakhs will be forthcoming to make the scheme successful.

4. The abolition of fees in the lower primary, upper primary and middle vernacular schools will tell upon the strength of students in the lower class of the middle English and high class English schools. This means that the finances of these schools will suffer much, and it is apprehended that many will cease to exist if a liberal policy of grant-in-aid be not adopted by Government. The bark of education may fall into the Charybdis (injury to higher education) to avoid the Scylla (defect of primary education). It is not desirable that higher education should suffer to make primary mass education free. It is fervently hoped that provision would be made by liberal grants-in-aid to maintain high education in its present condition at least.

From Reverend A. CAMPBELL, D.D., Secretary, United Free Church of Scotland, Santal Mission, Pokhuria, Manbhum, to the Director of Public Instruction, Bengal, dated the 4th June 1907.

I have the honour to own receipt of a copy of your Circular no. 38 of 4th March, and beg to submit the following remarks on one or two of the subjects alluded to therein.

2. I regret I am not in a position to offer an opinion or supply information on the financial aspects of the subject.

3. *Paragraph 3 of the Circular.*—I am strongly of opinion that fees should be abolished only in purely vernacular schools, *viz.*, lower and upper primary and middle vernacular.

4. *Paragraph 4 of the Circular.*—While it is necessary that information regarding the income of teachers, especially of those of lower primary schools, should be obtained, I am of opinion that the teachers of these schools should be more liberally dealt with, when the aid to be given under the new rules is being considered. The class of teachers generally found in lower primary schools with which I have had any acquaintance are, as a rule, untrained and inefficient. A better class of teachers is urgently called for, and the present would appear to be an opportunity for improving the position of these men, and so attracting a better class of men to the profession.

5. *Paragraph 8 of the Circular.*—No fees are charged in the schools managed by the United Free Church of Scotland, Santal Mission. The pupils are almost entirely aborigines, or Hindus of inferior castes.

6. *Paragraph 12 of the Circular.*—I do not share the apprehension given expression to in this paragraph. In my opinion little difficulty will be experienced in putting a stop to the levying by teachers of contributions, whether in money or in kind. One of my greatest difficulties in connection with lower and upper primary schools has been to induce the parents of the children attending these schools to pay the fees agreed on. They are always in arrears, and applications are being continually made to me to assist teachers to collect their dues.

When a school passes under the new rules, or a new school is opened, Deputy Inspector should call a meeting of those interested in the school, and in presence of the teacher inform them that no fees are to be paid. Every aided school should have affixed

in a conspicuous place a board on which should be painted in bold letters an intimation to the effect that no fees or gratuities of any kind are payable by the pupils to the teacher or teachers. This intimation should be issued under the authority of the Director of Public Instruction, or that of the Chairman of the District Board of the locality.

7. *Paragraph 15 of the Circular.*—I am of opinion that if fees are abolished, books, etc., should be supplied free of cost to the pupils. Lower primary schools are miserably equipped. I, however, see more probability of the pupils being imposed on in the supply of books, etc., than in the matter of fees. To prevent this as far as possible, they should not be given through the agency of the teachers. Let books and whatever else is provided for the sole use of a pupil be put into his hand by some one other than the teacher, and extortion would be reduced to a minimum.

From MAHOMED YUSOOF, no. 8, European Asylum Lane, Calcutta, to the Director of Public Instruction, Bengal, dated the 12th August 1907.

In answer to your leter no. 12307, dated the 9th July 1907, I have to state that the proposal to abolish fees in primary and middle vernacular schools has my support.

From ALEX. H. YOUNG, Esq., Local Secretary to the Orissa Baptist Mission, Cuttack, to the Director of Public Instruction, Bengal, dated the 20th April 1907.

I have the honour to acknowledge receipt of your no. 5467, dated the 4th March 1907, and of your Circular no. 38, dated the 4th March 1907.

2. I have consulted some of my colleagues who are interested in education about free education in the primary and the middle vernacular schools, and we think the time has now come when education in these schools should be free. We believe that, if it should come to pass, there would be a great increase in the attendance at such schools. Fees, whether in coin or in kind, though small, are a very important item in the expenses of poor parents who have difficulty in providing even food for their children, and deter them from sending their children to school.

3. With regard to preventing the collecting of fees after education has been declared free, if the Inspecting Pundits, Sub-Inspectors, and, if necessary, Deputy Inspectors would make it clearly known in all towns and villages that education is free, and from time to time inquiries were made by Inspectors and Deputy Inspectors whether fees are levied or not, attempts to unlawfully exact fees, if made, would soon come to an end.

4. We think books should be given only to those who are not able to purchase them. Those who are able to pay should continue to pay for their books.

5. Both in Circular no. 38, and in the letter from the Secretary to the Government of India, it is said that the primary classes in high schools are not to be included in the proposals to abolish fees. Some years ago the Director of Public Instruction, Bengal, issued a circular, and a large syllabus of work specifying the subjects to be taught in each class in the schools in Bengal. In this syllabus English was excluded from the lowest classes, and the amount of English prescribed for the other primary and vernacular classes was greatly reduced. Our Mission high school here was, as far as possible, adapted to this syllabus, and the fees in the lower classes were reduced. There may be other high schools in which this was done. If in high schools where the subjects taught in the primary department are nearly the same as in the primary and vernacular schools, fees are charged, and fees are not charged in the primary and vernacular schools, the consequence as far as regards attendance can be easily anticipated. The small amount of English taught in the primary department of such high schools would not, we fear, be a sufficient attraction to prevent scholars from going off to the schools where no fees would be charged.

6. In paragraph 3 of Circular no. 38 mention is made of a revised curriculum of study. Would it not be well if this revised curriculum of study should come into force at the time free education came into operation? This would give the Managers of high schools an opportunity of adjusting the classes and subjects of study to the altered conditions, if they should wish to do so, and of arranging the lower part of the schools so as to be able to take advantage of the proposal to make education free. If the lower classes in high schools were made to correspond to the classes of primary and vernacular schools, then pupils from the primary and vernacular schools would be able to start on equal terms with those in high schools in their study of English and in their preparation for the Entrance Examination. This, we think, is worthy of consideration.

From the REVD. H. E. WYMAN, Secretary, American Baptist Mission, Midnapore, to the Director of Public Instruction, Bengal, dated the 12th August 1907.

I beg herewith to submit my report in connection with your Circular no. 38 of 4th March 1907. In making out this report I have based my calculations on reports furnishtd me by the Deputy Inspector of Schools in this district. I was unable to

obtain information from any other source. I have gone into the matter as far as my limited time and experience in school work would allow. I have taken the figures for the Sadar portion of this district as a basis for my calculations, and have multiplied by eight, that being the proportion to the population in the Division. From personal observation and the Governmental rules I have calculated the cost of the upkeep of aided schools at three times the grant now received in middle vernacular and upper primary schools and twice the grant in lower primary schools.

FIRST IN REGARD TO LIMIT OF FREE EDUCATION.

1.—Middle English schools.

Allow me to present some reasons why the scheme should not stop with the middle vernacular schools, but extend at least through Middle English schools, such as we have in our Mission:—

(*a*) All parents who are educating their children want them to acquire at least a limited knowledge of English. This applies to the common people, artisans, traders of all sorts and to agriculturists, who have trade relations with the centres of districts and trade.

(*b*) The Middle English Standard will be too late for the average child to begin to learn English and become a proficient scholar. If there are free schools up to that grade, it will be a temptation even to the richer classes to send their children to these schools as long as they can.

(*c*) The country boys must be given a chance if you want Indian Government servants of a higher standard of morality and efficiency. This is true of every country and especially in India. The cites are educating the boys and spoiling their morals.

(*d*) English must be the unifying language of this country despite all *swadeshi* sentiment, and to my mind this will be a means of elevating the condition of all classes of society, and hence aid to general contentment.

2.—Method of preventing teachers from receiving fees from pupils.

(*a*) I consider that the first step should be to protect the teachers from the inspecting force. That whatever means be applied to prevent the teacher from receiving fees in money or kind from the pupils should also be used to protect the teacher. Personal observation in country villages has suggested this.

(*b*) It will be a difficult matter to prevent the people from making gifts to the teacher of their sons. It is a part of the daily life and religious faith of the people. I would venture to suggest that the teacher be forbidden to demand or solicit fees of any kind, but that he be allowed to receive free-will offerings.

(*c*) He could be required to make a deposit in the post office to be forfeited if he required fees.

(*d*) Or two months' pay could be kept in hand as a deposit.

3.—Estimates of expense of scheme and books.

I append two estimates of expense as required.

ESTIMATE No. I.

Cost of remitting fees in Government aided schools.

	IN MIDNAPORE SADAR DIVISION.						IN BURDWAN DIVISION.	
	Government schools.	District Board.	Municipal.	Students.	Rate over present aid.	Cost per month.		Cost per month.
						R		R
Middle Vernacular	2	8	...	429	3	600	Ratio of population 8 times.	4,800
Upper Primary	7	92	1	3,363	3	3,000		24,000
Lower "	12	909	27	20,600	2	7,584		60,672
Total	...	...	...	...	...	11,184	Total	89,472

Addition expected in present schools.

	In Midnapore Sadar Division.						In Burdwan Division.	
	Government schools.	District Board.	Municipal.	Students.	Rate over present aid.	Cost per month.		Cost per month.
Middle Vernacular	...	...	...	20	Extra expense.	25	Ratio as above	200
Upper Primary	...	...	...	130		50		400
Lower ,,	...	...	...	300		75		600
Total	...	...	...	...	...	150	Total	1,200

Increase to expense from existing schools now unaided.

							Year 1909-10—	
Middle Vernacular	2	...	...	80	...	120	Ratio as above	960
Upper Primary	2	...	...	76	...	60		480
Lower ,,	250	...	...	4,850	...	2,000		16,000
Total	...	...	...	...	...	2,180	Total	17,440

Increase to be expected each year for four years.

							Year 1910-11—	
Middle Vernacular	2	...	...	80	...	120	Ratio as above	960
Upper Primary	2	...	...	75	...	60		480
Lower ,,	50	...	...	1,000	...	400		3,200
Total	...	...	...	...	...	580	Total	4,640

Total expense for three years.

Year 1911—1914	...	...	...	...	...	1,740	Year 1911—1914	13,920
Grand Total	...	...	...	...	...	15,834	Grand Total	1,26,672

ESTIMATE No. II.

Cost of supplying books.

Midnapore Sadar Division.						Burdwan Division.	Total.	
Schools.	Students.	Rate for each grade.		Total.				
		R	A.	R	A.		R	A.
Middle Vernacular	449	5	5	2,385	5	Ratio of population 8 times	19,082	8
Upper Primary	3,493	4	0	13,972	0	Ditto ditto	1,11,776	0
Lower ,,	20,900	2	2	44,612	4	Ditto ditto	3,56,898	0
Total	...	...		60,969	9	Total	4,87,756	8

Amount necessary in schools now unaided.

Midnapore Sadar Division.							Burdwan Division.		Total.	
Schools.	Students.	Rate for each grade.		Total.						
		R	A	R	A.				R	A.
Middle Vernacular .	80	5	5	425	0	Ratio as above	1st year, 1909-10.		3,400	0
Upper Primary .	76	4	0	304	0	Ditto .			2,432	0
Lower " .	4,850	2	2	10,306	4	Ditto .			82,450	0
1st year, 1909-10, Total.	...	...		11,035	4			Total .	88,282	0

Additional expense for students coming in each year for four years.

Middle Virnacular .	80	5	5	425	0	Ratio as above	2nd year 1910-11.		3,400	0
Upper Primary .	75	4	0	300	0	Ditto .			2,400	0
Lower " .	1,000	2	2	2,125	0	Ditto .			17,000	0
2nd year, 1910-11, Total.	...	...		2,850	0			Total .	22,800	0

Total as above for three years.

1911—1914 . .	...	...		8,550	0	1911—1914			68,400	0
Total .	...	...		8,550	0			Total .	68,400	0
Grand Total .	...	...		83,404	13			Grand Total .	6,67,238	8

From Revd. J. G. F. Hearn, D. U. Mission, Hazaribagh, to the Officiating Assistant Director of Public Instruction, Bengal, dated the 26th July 1907.

In reply to your no. 38A., dated the 4th March 1907, regarding free primary education, I beg to state that our Mission is not in favour of free primary education as a general plan. In schools in the larger towns and villages there are always pupils well able to pay the small fees usually charged, and it has a healthy effect on the pupil and his guardian rather than the reverse. In the smaller villages the education has often necessarily to be given free on account of the extreme poverty of the people, but in such cases as the parents or guardians can afford it, it seems to us much better that they should be asked to pay fees.

From the Maharaja of Mourbhanj, to the Director of Public Instruction, Bengal, no. 1349-E., dated the 27th July 1907.

With reference to your letter no. 9971, dated the 24th May 1907, on the subject of free primary education, I have the honour to state my views with respect to the schools in this State, and the effect, which the proposal of the Government of India will be likely to produce, as follows.

2. In backward places like the Orissa Gurjat States where the tenantry is poor, the abolition of the fee system will gradually be attended by an increase in the number of pupils in the primary schools. Poor parents, who are at present prevented from sending their children to school on account of the fees, will willingly send them to school if they are no longer required to pay fees, or any requisites, either in cash or in kind, to the teachers. I think most of the inhabitants, even of the backward parts like the Gurjats, understand the value which reading, writing and arithmetic confer, and if they are not required to pay for a rudimentary knowledge of these subjects, primary education will make more rapid progress amongst them than at present.

3. As regards the cost which the introduction of the scheme in question will produce in a State like Mourbhanj, I beg first to mention that there are no middle vernacular schools in this State, so they are left out of account. There are in the State 352 primary schools for boys and 5 for girls. Out of this number, 106 are State stipendiary schools,

where no fees are paid, but the villagers pay the teachers in kind (locally known as "*Sidhas*"). Besides this, there are 118 aided and 133 unaided schools. In the aided schools also no fees in cash are charged, but the teachers receive fees in kind. In the unaided schools fees both in cash or kind is paid.

Out of the total number of 106 stipendiary Primary schools, in 44 schools the teachers receive a pay of R4, in 7 schools at R5, in 23 schools at R6, and in the rest at R7 and upwards, per month. It is on account of the payment in kind, that the teachers in these schools, who get below R7, can afford to maintain themselves. In giving effect to the scheme, the pay of teachers who receive an insufficient pay will have to be raised to at least R7 per mensem. The cost of raising the pay of the stipendiary teachers would amount approximately to R2,000 per annum.

4. As regards the aided schools, the minimum pay of a teacher per month cannot be below R7, and at this rate the minimum cost of maintaining the existing schools would amount to approximately R10,000 per annum. The expenditure from fees and contributions in cash last year was reported to be R10,178; this was calculated from the returns submitted by the *gurus*. From this expenditure, 251 aided and unaided schools were maintained. This gives a figure of R40 a year, or R3⅓ per month, for each school. Thus, to be on the safe side, R4 per month per teacher may be taken for each primary school. The contributions in kind generally consist of the food supplies of the teachers, and may be taken on an average to be R3 per teacher. The minimum pay of a teacher at R7 has been calculated from these facts.

5. As regards the unaided schools, as the Government of India observes, they will cease to exist as soon as schools charging no fees come into existence in the neighbourhood. This would be specially the case in a place like Mourbhanj. These schools will be ultimately taken over and maintained by the State, for there are hardly any public-spirited and affluent persons here who would undertake to maintain these schools with merely State aid. The conversion of the 133 unaided schools into stipendiary schools at R7 per month per teacher would amount to about R11,172.

6. Then as regards general expansion of education, an idea may be obtained from the fact that in the year 1896-97 the number of primary schools was 282, whereas in the year 1906-07 it rose to 352. The increase has been by 2½ per cent. on the average per annum. If we make allowance for the more rapid expansion of primary education by the abolition of fees, we may take 5 per cent. as the maximum, or 15 schools per annum on an average, which would cost R1,260 per annum. In this State no one makes any voluntary contributions for education, but the villagers willingly build or repair school-houses, the State granting them only wood free for such purposes. This system of building or keeping in repair school-houses need not interfere with free primary education.

7. In paragraph 15 of their letter, the Government of India suggest that books and other school requisites should be supplied for the use of children without charge. Regard being had to the existing number of pupils, the probable cost of supplying books and slates will be about R1,600.

8. From what I have stated above, it will be seen that to give effect to the scheme for free primary education as proposed, an extra expenditure of R26,000 will be required in addition to the expenditure which is being incurred at present by the State.

9. As regards ensuring against fees being taken either in cash or in kind, I believe there will not be very much difficulty. Once the people come to know that no fees will be required from them, and that the State will bear all the expenses of primary education, there will be very few instances of fees being taken without its coming to the notice of the authorities. The inspecting agency should make it a point to enquire from the villagers whether any fees are being taken or not when they visit schools; and if any fees are taken by the teachers, the fact cannot very long remain hidden, as it will be to the interest of the villagers to bring such facts to the notice of the authorities.

From the HON'BLE RAJA BAN BEHARI KAPUR, C.S.I., to the Director of Public of Instruction, Bengal, no. 271, dated the 21st August 1907.

With reference to your letter no. 5482, dated the 4th March 1907, forwarding a copy of Circular no. 38, dated the 4th March, asking me to express my views on the various questions raised therein, I have the honour to submit the following.

2. If the prospect of Indian finance increase annually, and the Government of India can provide funds for our granting free education in Government aided lower and upper primary schools and middle vernacular schools, the measure should be adopted gradually as funds are available and special grants are made from Imperial funds to the Provincial funds.

3. Private schools, whether free or paid (either by money or in kind), should not be interfered with, specially as there are many such schools which alone give education to the children of the neighbourhood. Therefore unless we are able to meet the full demand for education, private schools of all sorts should be left as they are, for it would be simply impossible in a short time to establish free schools all over the country.

4. When schools (under the three heads mentioned in paragraph 2 above) are made free, a short rule should be made for the guidance of the educating and supervising staffs that no voluntary present of any kind is to be taken from any pupil. This must be made a standing order to prevent misconception of any sort.

5. I do not support the indiscriminate granting of books and other school requisites free of cost to schoolboys.

They must be made to pay for their books. But in special circumstances such help might be granted to a limited number of boys only.

I presume that the schools would be fully equipped at the cost of the State.

6. I beg to put it on record that I advocate the granting of free education to the masses on the clear understanding that the Indian Government will be able to supply funds from the ever-increasing Imperial revenue, and that no portion of the requisite amount shall be raised by the imposition of an education cess or by other taxation. I am decidedly in favour of granting a boon to the people if we can afford it, but I think it improper to confer an unasked favour on one section of the community by taxing another. I object to such a step on principle.

7. In conclusion I beg to express my regret for the delay in submission of this report, which is due to my absence from Burdwan.

From BABU GIRIJA NATH RAY CHAUDHURI, Zemindar, Satkhira, to the Director of Public Instruction, Bengal, no. 399, dated the 19th August 1907.

With reference to your no. 5500, dated the 4th March last, asking my opinion on the various questions raised in your correspondence in connection with free primary education, I have the honour humbly to submit that I am in perfect agreement and full sympathy with the Government of India in their proposal to place primary education within the easy reach of all our countrymen by abolishing fees in all primary schools, and to record my humble views, on some of the points raised in that connection.

Firstly, as to the proposal of the Government of India to confine the abolition of fees to lower primary, upper primary, and middle vernacular schools only, I beg to state that I find no reason to differ from it. All that I beg to say in this connection is that while the Government, in encouraging primary education in our country, have in view an object quite distinct from what they have for high English education, the curriculum in the lower departments of high English schools and in the middle English schools should be more completely differentiated from that obtaining in upper and lower primary and middle vernacular schools than is already done, and if a revision of the curriculum is in contemplation, it should be carried out *pari passu* with the abolition of fees in primary schools.

The new vernacular scheme introduced into the lower departments of the secondary schools, evidently to keep them on a par with the departments of the primary vernacular schools, has not worked very satisfactorily in recent years for secondary school education, and has rather retarded in some cases the progress of the students of the secondary schools. Students intended for high University education, I humbly hold, need not be perplexed at the beginning of their career in secondary schools with a large variety of subjects obviously too high and abstruse for their tender little brains, while the common masses, having no higher aim than to receive merely a primary vernacular education for the practical affairs of their lives may, with impunity, have a different curriculum for their education. And the object of the Government mainly being to confer the benefit of the abolition of fees upon the masses only, it will be, I trust, more effectually gained by further differentiating the curricula, in which case, students intending to receive high English education will not find it to their advantage to begin their study in the primary vernacular schools, the various Departments of which are, by their curriculum, not preparatory to the secondary school course.

Secondly, while it is most likely that unaided primary schools maintained otherwise than by the pure charity of wealthy men, missionaries and others will, under the proposed scheme of free primary education, come to be converted into aided schools, I beg to state that I fully approve of the proposal of the Government to give such schools the option of coming on the list of aided schools. I also have full sympathy with the policy of the Government to encourage by grants-in-aid free primary schools maintained by wealthy men and missionaries.

Next, as to the adjustment of grants-in-aid so as to compensate school Managers for the loss of fees, all that I beg to say in this connection is that grants should be allowed to the free schools with an eye to their legitimate demands with regard to their management by able teachers and with proper equipments for school purposes.

And lastly, as to the suggestions of the Government of India to supply books and other school requisites to the children free of charge, it will, in my humble opinion, further relieve those for whom free education is intended and has therefore my full approval and support.

From MR. A. F. M. ABDUR RAHMAN, Honorary Secretary, Muhammadan Literary Society of Calcutta, to the Director of Public Instruction, Bengal, dated the 24th August 1907.

With reference to your letter no. 112, dated the 20th June 1907, on the subject of free primary education, I beg to state that I am entirely in favour of the proposals of the Government of India. There is, however, an apprehension that the abolition of fees in vernacular schools is likely to affect Middle English and Secondary schools. I would suggest that provision may be made for the education of poor Muhammadan students who display talent and intelligence to go up for the matriculation and higher examinations in arts as free scholars. In my opinion Muhammadans require special treatment in the matter of education.

From REVD. G. W. OLVER, Chairman and General Superintendent, Wesleyan Mission, Bengal, to the Director of Public Instruction, Bengal, dated the 23rd August 1907.

I have the honour to acknowledge receipt of your no. 5462 of date 4th March last, enclosing (1) copy of Circular no. 38 of same date, (2) copy of the Hon'ble Mr. Risley's letter no. 883 of date 22nd November 1906, and requesting information as to the opinion of this Mission regarding the proposals contained in the latter regarding free education in Primary schools.

In reply, I have first to express regret at the delay in replying, caused by the necessity for consulting some whose opinions could not readily be obtained.

In the second place, I have to state that the following opinions are those of men having an intimate acquaintance with mufassal life in India.

1. The new proposals are in direct contradiction to the policy hitherto consistently followed by the Government of India. This fact, whilst no valid argument against them, is yet sufficient reason for enquiry whether the results of the plan now proposed will be, in fact, what the framers expect.

2. The principle of the past has been, not only that men value most what they pay for, but that parents and guardians should be taught and encouraged to recognize and bear their own responsibilities.

3. It is now said that the policy has been largely based upon analogies with other countries, in which free education has now been adopted as a principle. But it should be borne in mind that the duty of the State to the individual child is not the only reason for the change in those countries. Another, and one of the main, reasons, appears to be that education has been made compulsory. Were compulsory education possible in this country, free education would follow as an inevitable consequence. But compulsion is admittedly impossible; and, were it introduced, could not but lead in this country to great evils, and evils impossible of detection.

4. Again, were there a certainty, or even great probability, that free education would lead to a large increase in the number of those attending school, or relieve of a real burden the needy poor, the new proposals might be desirable. But, apart from compulsion, there seems no reasonable probability that a large increase in the number of school-goers would result. In theory much is to be said in favour of such a probability, and therefore it finds some measure of support from those whose conclusions are based on theory, and who know only city life. In fact, it does not appear that the practice of charging fees prejudices education to any appreciable extent, if at all, in the country districts (where, if anywhere, the increases looked for must result). First it must be remembered that education is undoubtedly regarded as an investment rather than as a luxury, or necessity; and is valued in proportion to the return it is expected to bring. This fact is largely responsible for the decline in late years in schools of the middle vernacular class, which have been definitely separated, as to curriculum, from that system of English education which leads to financial gain, as being of value in the marriage-market and in the professions. Second, those whom it is intended to benefit are amongst the classes whose strongest leaning is towards *custom*, and who decline to give their children what they have not themselves had. The masses of men, with whom neither Magistrates nor School-Inspectors come into contact, who, so far from desiring are not even willing to send their children to school, are large. The persuasions even of a Missionary who lives amongst them, and to whom they turn in sickness or in legal difficulty, avail little here, and it is certain that Pandit would not take the trouble to exert the same amount of influence, even if they had the power. Third, in addition to the lack of inducement afforded by a vernacular education, and to the natural indifference to education of the classes concerned, the poverty of the people has to be taken into account. Amongst the classes to whom the payment or non-payment of the small fee usually charged in vernacular schools would make most difference, children are usually employed in the fields or jungles as soon as they are able to take care of themselves. Their small earnings make a perceptible addition to the family exchequer, and the parents are not willing to forego the aid thus received, even for the sake of a free education. To reach these classes, who form the majority of the mufassal population, it would be necessary to provide not only free education, but subsidised education, making good to the family the loss sustained. This step, I presume, would be regarded as impossible.

The provision of books and apparatus, as suggested by Government would be inevitable in dealing with such people, but would be fruitless where no work in the fields meant no food. I do not therefore believe that the abolition of fees would produce the results anticipated by the Government of India.

5. Another matter to be considered is, the effect of the abolition of fees on regularity of attendance. It is, as the Education Department is well aware, no easy matter to secure satisfactory attendances even under the present system. But as a rule a guardian endeavours to secure attendances for which he has to pay, whilst he is frequently not so careful about those of a lad for whom he is not charged. This is also apparent in girls' schools.

6. As to the effect of the proposed changes upon Mission schools, an estimate can hardly be formed upon the data at present available. It appears from paragraph 7 that it is the intention of the Government of India to insist on the abolition of fees in all aided schools, and, even if paragraph 14 be intended to mark a distinction in this respect in favour of Mission schools, it is certain that even a marked degree of excellence in teaching can scarcely avail to enable a fee-charging school to withstand the competition of no-fee-charging neighbours. It is manifest that the practical result must be, save where there is a monopoly, the abolition of fees in Mission schools also, resulting in a serious loss of income which, since Mission schools pay their teachers regularly and in full, must be made up either by Government or by the Missions. The latter is not probable. It is therefore probable that Mission schools will be in time either abandoned, or transferred to local authorities which are prepared to find the deficits. This will affect boys' schools more than those for girls,' but I think it a matter for regret that the efforts which have for so many years been made, especially by the Missions, to induce parents to take sufficient interest in the education of their daughters, to pay fees for them, should be frustrated and discountenanced by Government just as they appear to be beginning to bear fruit.

7. It must be added that, however strict the regulations, and however well-intentioned the inspection, it will be practically impossible to prevent the charging of fees in country districts, either in coin or kind. It is not unknown that in many ways unsanctioned charges are made upon the public, especially in the mufassal, and that is impossible to prove the offence. It will be equally impossible to prove the levying of forbidden fees. No enhanced grants, and no new series of schedules, will prevent the charging of fees by masters who have the will, or the paying of them by a public which has never heard of the Director of Public Instruction, and has a very faint idea of the power of the Deputy Inspector of Schools, but to whom the *guru mahashoy* is a very real and ever present man of power and influence.

8. Should the Government of India persist in applying its new scheme the only sound financial basis will be one which covers the total cost of all the Primary schools. This total must be provided by Government, for there will be no means, save those provided by public subscriptions, of meeting any deficiencies, and public subscriptions will seldom be forthcoming to meet liabilities which it is known must, and in the last resource will, be discharged by the authorities. Free education must, in Bengal, mean in the long run the payment by Government of the whole cost of Primary schools, with the insignificant exception of foundation schools, and schools which happen to be the hobby of wealthy gentlemen.

From Mr. A. F. M. ABDUR RAHMAN, Honorary Secretary, Muhammadan Literary Society of Calcutta, to the Director of Public Instruction, Bengal, no. 873, dated the 25th August 1907.

I am directed to acknowledge, with thanks, the receipt of your letter no. 11267, dated the 28th June 1907, on the subject of free primary education.

In reply, I have to state that the Committee of the Muhammandan Literary Society of Calcutta respectfully agree with the Government, that the abolition of fees in Primary schools would considerably encourage the spread of education in this country. But they are of opinion that the abolition of fees in Vernacular schools is likely to affect Middle English and Secondary schools teaching up to the Matriculation Examination of the Calcutta University.

The Committee respectfully urge that no steps should be adopted by Government which may have the effect of retarding the progress of high education of this country.

I am further directed to submit that, in any scheme which may eventually be adopted due regard should be paid for the encouragement of Urdu, Persian and Arabic in the indigenous *muktabs* and lower grade Madrasas.

From MAHARAJA SIR RAVANESWAR PRASAD SINGH, BAHADUR OF GIDHOUR, K.C.I.E., to the Director of Public Instruction, Bengal, no. 759, dated the 9th September 1907.

In reply to your letter no. 5488, dated the 4th March 1907, I beg to submit the following observations for your kind consideration.

From MR. A. F. M. ABDUR RAHMAN, Honorary Secretary, Muhammadan Literary Society of Calcutta, to the Director of Public Instruction, Bengal, dated the 24th August 1907.

With reference to your letter no. 112, dated the 20th June 1907, on the subject of free primary education, I beg to state that I am entirely in favour of the proposals of the Government of India. There is, however, an apprehension that the abolition of fees in vernacular schools is likely to affect Middle English and Secondary schools. I would suggest that provision may be made for the education of poor Muhammadan students who display talent and intelligence to go up for the matriculation and higher examinations in arts as free scholars. In my opinion Muhammadans require special treatment in the matter of education.

From REVD. G. W. OLVER, Chairman and General Superintendent, Wesleyan Mission, Bengal, to the Director of Public Instruction, Bengal, dated the 23rd August 1907.

I have the honour to acknowledge receipt of your no. 5462 of date 4th March last, enclosing (1) copy of Circular no. 38 of same date, (2) copy of the Hon'ble Mr. Risley's letter no. 883 of date 22nd November 1906, and requesting information as to the opinion of this Mission regarding the proposals contained in the latter regarding free education in Primary schools.

In reply, I have first to express regret at the delay in replying, caused by the necessity for consulting some whose opinions could not readily be obtained.

In the second place, I have to state that the following opinions are those of men having an intimate acquaintance with mufassal life in India.

1. The new proposals are in direct contradiction to the policy hitherto consistently followed by the Government of India. This fact, whilst no valid argument against them, is yet sufficient reason for enquiry whether the results of the plan now proposed will be, in fact, what the framers expect.

2. The principle of the past has been, not only that men value most what they pay for, but that parents and guardians should be taught and encouraged to recognize and bear their own responsibilities.

3. It is now said that the policy has been largely based upon analogies with other countries, in which free education has now been adopted as a principle. But it should be borne in mind that the duty of the State to the individual child is not the only reason for the change in those countries. Another, and one of the main, reasons, appears to be that education has been made compulsory. Were compulsory education possible in this country, free education would follow as an inevitable consequence. But compulsion is admittedly impossible; and, were it introduced, could not but lead in this country to great evils, and evils impossible of detection.

4. Again, were there a certainty, or even great probability, that free education would lead to a large increase in the number of those attending school, or relieve of a real burden the needy poor, the new proposals might be desirable. But, apart from compulsion, there seems no reasonable probability that a large increase in the number of school-goers would result. In theory much is to be said in favour of such a probability, and therefore it finds some measure of support from those whose conclusions are based on theory, and who know only city life. In fact, it does not appear that the practice of charging fees prejudices education to any appreciable extent, if at all, in the country districts (where, if anywhere, the increases looked for must result). First it must be remembered that education is undoubtedly regarded as an investment rather than as a luxury, or necessity; and is valued in proportion to the return it is expected to bring. This fact is largely responsible for the decline in late years in schools of the middle vernacular class, which have been definitely separated, as to curriculum, from that system of English education which leads to financial gain, as being of value in the marriage-market and in the professions. Second, those whom it is intended to benefit are amongst the classes whose strongest leaning is towards *custom*, and who decline to give their children what they have not themselves had. The masses of men, with whom neither Magistrates nor School-Inspectors come into contact, who, so far from desiring are not even willing to send their children to school, are large. The persuasions even of a Missionary who lives amongst them, and to whom they turn in sickness or in legal difficulty, avail little here, and it is certain that Pandit would not take the trouble to exert the same amount of influence, even if they had the power. Third, in addition to the lack of inducement afforded by a vernacular education, and to the natural indifference to education of the classes concerned, the poverty of the people has to be taken into account. Amongst the classes to whom the payment or non-payment of the small fee usually charged in vernacular schools would make most difference, children are usually employed in the fields or jungles as soon as they are able to take care of themselves. Their small earnings make a perceptible addition to the family exchequer, and the parents are not willing to forego the aid thus received, even for the sake of a free education. To reach these classes, who form the majority of the mufassal population, it would be necessary to provide not only free education, but subsidised education, making good to the family the loss sustained. This step, I presume, would be regarded as impossible.

The provision of books and apparatus, as suggested by Government would be inevitable in dealing with such people, but would be fruitless where no work in the fields meant no food. I do not therefore believe that the abolition of fees would produce the results anticipated by the Government of India.

5. Another matter to be considered is, the effect of the abolition of fees on regularity of attendance. It is, as the Education Department is well aware, no easy matter to secure satisfactory attendances even under the present system. But as a rule a guardian endeavours to secure attendances for which he has to pay, whilst he is frequently not so careful about those of a lad for whom he is not charged. This is also apparent in girls' schools.

6. As to the effect of the proposed changes upon Mission schools, an estimate can hardly be formed upon the data at present available. It appears from paragraph 7 that it is the intention of the Government of India to insist on the abolition of fees in all aided schools, and, even if paragraph 14 be intended to mark a distinction in this respect in favour of Mission schools, it is certain that even a marked degree of excellence in teaching can scarcely avail to enable a fee-charging school to withstand the competition of no-fee-charging neighbours. It is manifest that the practical result must be, save where there is a monopoly, the abolition of fees in Mission schools also, resulting in a serious loss of income which, since Mission schools pay their teachers regularly and in full, must be made up either by Government or by the Missions. The latter is not probable. It is therefore probable that Mission schools will be in time either abandoned, or transferred to local authorities which are prepared to find the deficits. This will affect boys' schools more than those for girls,' but I think it a matter for regret that the efforts which have for so many years been made, especially by the Missions, to induce parents to take sufficient interest in the education of their daughters, to pay fees for them, should be frustrated and discountenanced by Government just as they appear to be beginning to bear fruit.

7. It must be added that, however strict the regulations, and however well-intentioned the inspection, it will be practically impossible to prevent the charging of fees in country districts, either in coin or kind. It is not unknown that in many ways unsanctioned charges are made upon the public, especially in the mufassal, and that is impossible to prove the offence. It will be equally impossible to prove the levying of forbidden fees. No enhanced grants, and no new series of schedules, will prevent the charging of fees by masters who have the will, or the paying of them by a public which has never heard of the Director of Public Instruction, and has a very faint idea of the power of the Deputy Inspector of Schools, but to whom the *guru mahashoy* is a very real and ever present man of power and influence.

8. Should the Government of India persist in applying its new scheme the only sound financial basis will be one which covers the total cost of all the Primary schools. This total must be provided by Government, for there will be no means, save those provided by public subscriptions, of meeting any deficiencies, and public subscriptions will seldom be forthcoming to meet liabilities which it is known must, and in the last resource will, be discharged by the authorities. Free education must, in Bengal, mean in the long run the payment by Government of the whole cost of Primary schools, with the insignificant exception of foundation schools, and schools which happen to be the hobby of wealthy gentlemen.

From Mr. A. F. M. ABDUR RAHMAN, Honorary Secretary, Muhammadan Literary Society of Calcutta, to the Director of Public Instruction, Bengal, no. 873, dated the 25th August 1907.

I am directed to acknowledge, with thanks, the receipt of your letter no. 11267, dated the 28th June 1907, on the subject of free primary education.

In reply, I have to state that the Committee of the Muhammandan Literary Society of Calcutta respectfully agree with the Government, that the abolition of fees in Primary schools would considerably encourage the spread of education in this country. But they are of opinion that the abolition of fees in Vernacular schools is likely to affect Middle English and Secondary schools teaching up to the Matriculation Examination of the Calcutta University.

The Committee respectfully urge that no steps should be adopted by Government which may have the effect of retarding the progress of high education of this country.

I am further directed to submit that, in any scheme which may eventually be adopted due regard should be paid for the encouragement of Urdu, Persian and Arabic in the indigenous *muktabs* and lower grade Madrasas.

From MAHARAJA SIR RAVANESWAR PRASAD SINGH, BAHADUR OF GIDHOUR, K.C.I.E., to the Director of Public Instruction, Bengal, no. 759, dated the 9th September 1907.

In reply to your letter no. 5488, dated the 4th March 1907, I beg to submit the following observations for your kind consideration.

The abolition of fees in Primary schools is very desirable, and I agree in all you say in your Circular no. 38. I understand, however, that it is a step towards universal compulsory education of the masses which is greatly needed for the progress of any country. In this country, however, the caste system is a great drawback. The lower class boys will not be allowed by high class people to read in the same school with their sons. Each caste will require a school of its own. When you go to the lower classes for which primary education is mainly meant the necessity for the provision will be still more apparent. However, the attempt ought to be made. It would have been better in my opinion instead of abolishing fees to employ a very large number of *gurus* paying them according to the number of boys they can bring to their schools to teach. The means at the command of the Government are not adequate for carrying out a scheme of compulsory free education. We should make the best of our means. Expensive means we should eschew. Expensive school building and *guru* training system do not commend themselves to my judgment. Let us go back to the primitive method of teaching in huts by the class of men from which the old *gurus* were recruited. All that is at present wanted is to teach the rural population a little of reading, writing and arithmetic. When that is achieved, we may advance further.

From Ram Sankar Roy, Esq., Honorary Secretary to the Orissa Association, Cuttack, to the Director of Public Instruction, Bengal, no. 47, dated the 10th September 1907.

In reply to your letter no. 5506, dated the 4th March 1907, inviting an expression of opinion of the Orissa Association on the subject of free primary education in Bengal, I have the honour to report the views of the Association as follows:—

1. The advantages of free education in the primary and middle vernacular schools cannot be spoken of too highly. Arguments in favour of making education free for the benefit of the lower and lower-middle classes of the Indian people have been set forth so forcibly in the letter of the Government of India, that there is very little room for any improvement. Every father feels an ardent desire to initiate his boys in the rudiments of knowledge. What stands in the way of fulfilment of this desire is his want of means and opportunity. If the benign Government be graciously pleased to remove this want, by making primary education free and by placing an adequate number of primary schools within the easy reach of its subjects of the lower and lower-middle classes, there can be no two opinions about the rapid spread of education among the people of India. But every thing depends on the question of ways and means, and it is on this subject that the Association will submit its views based on local experience.

2. About thirty years ago, when primary education was given in Orissa by means of the stipendiary system, each teacher of such a primary school had to teach a number of boys varying from 30 to 40 on the average. The remuneration of the teacher consisted of the stipend allowed by Government (R3 to R5 a month) and the fee paid by the students, partly in cash (anna one per head per month) and partly in kind (provisions for at least a day's meal). Special presents, according to the circumstances of each boy, were insisted on at the commencement of each stage in the primary course. As to the work done it was substantial, the teacher was regular and punctual in his attendance, and his teaching was consequently systematic and progressive. On the abolition of that system, many Primary schools were abolished, and those that continued or were allowed to continue their work under the succeeding system, made a larger demand from the boys in the shape of fees and became irregular in work. Owing to these causes many poor boys had to discontinue studies, while others refrained from seeking admission at all. Nowadays the condition of lower primary education in the mufassal is not very satisfactory. Except in villages inhabited by literate classes, who maintain a school either with the aid from Government or with their private contributions, there are no regular lower primary schools in a large majority of villages, and the people remain steeped in ignorance.

3. The direct result of carrying into effect the scheme of free primary education will be, the Association expects, the establishment of a larger number of lower primary schools and a consequent increase of pupils. But the teacher of each of such institutions will not be contented, and cannot keep up his position in society, unless he be paid a salary of R7 a month in the minimum if he be expected to be free from the temptation of taking from his students some remuneration by indirect means, which is so much deprecated by the Government of India. Hence for every lower primary school the Government will have to spend R84 on the average per year. Taking 40 boys as the maximum number for a lower primary school managed by a single teacher, one may come to an approximate calculation of costs necessary for providing free primary education of the boys who are fit to attend such schools in the province of Bengal. The best method of ensuring that no fees whether in money or kind shall be taken by the teacher will depend upon the character and exertion of the inspecting staff. If the question of supplying books, slates or other school requisites be taken into consideration, then the average expenditure for a school will rise to no less than R100 per year. If the benign Government bear this cost, the boon to be conferred on the mass of the people will be simply inestimable. To make free the middle vernacular schools will

entail correspondingly larger cost, as in each of such schools there will be no less than four classes with four teachers to teach, but at the same time it will be beneficial.

From F. E. TAYLOR, Esq., Secretary to the Government of the United Provinces, Educational Department, to the Secretary to the Government of India, Home Department, no. 886, dated the 1st October 1907.

I am directed to reply to your letter no. 884, dated the 22nd November 1906, in which an expression of opinion was asked for on the policy of the proposed abolition of fees in primary and middle vernacular schools which are either under public management or in receipt of grants from public funds, together with a report on the means of carrying out such a measure and its cost. I am to express the Lieutenant-Governor's regret that it has not been possible to submit this reply earlier. The delay has, as the Government of India have been informed, been mainly due to the necessity of collecting information from the various authorities concerned in the management of primary education, and to the fact that the examination of the conflicting opinions given necessarily occupied a great deal of time, but also partly to the attention which this Government has recently had to devote to some large and more urgent questions connected with education.

2. The Lieutenant-Governor would beg respectfully to represent that the form of the communication to Local Governments upon this question, the fact that the letter has been made public, and the reference to it in the Governor General's Council assembled for the purpose of making laws and regulations have led people to the conclusion that the Government of India have already determined to abolish fees in primary schools. In particular it has been argued from the last two sentences of paragraph 5 of your letter under reply that the principle of free primary education has been accepted by the Supreme Government, and that the only subject for consideration is whether the finances of the country would now permit Government to increase the funds available for primary education to such an extent as to counteract the loss of income which would thereby fall upon the managers of the schools. Although this impression has gained considerable ground and has not been without its effects on the opinions expressed by some of the authorities consulted, the Lieutenant-Governor understands that the whole question of the suitability of a system of free primary education for these provinces is referred to him for consideration. He fears that disappointment will inevitably result should it now be determined that fees should not be abolished, but he considers it his duty to urge very strongly that this is the decision that should be come to on the question.

3. In the letter under reply, after reviewing the reasons on which the policy of charging fees in primary schools in India rests, the Government of India summed up the case by stating that, if universal primary education has never been declared to be the end in view, yet the whole spirit of the declarations of the Government has been in favour of the fullest possible provision of primary schools, and that to insist upon the permanent retention of fees is manifestly incompatible not only with universal school attendance but with anything that approaches it. Herein appears to lie the crux of the whole matter. The general principle that underlies the idea of making primary education free is undoubtedly sound, and the suggestion that it should be adopted in India is at first sight extremely attractive and calculated to secure the support of leaders of Indian opinion and of those authorities now responsible for primary education who recognize that, if Government abolishes their fee income, it will be necessary for it to recoup them the loss incurred thereby. It may well be urged that in a civilized State every parent should be able to claim for his children free education in the primary stage, but it seems to the Lieutenant-Governor that it should follow that, if the State gives such education free, it should be empowered to require that every child should avail himself or herself of it, and that before education can be made either free or compulsory it must be general. While Sir John Hewett is a strong advocate of free primary education in communities the circumstances of which are advanced enough for its adoption, he cannot too strongly deprecate the idea of making such education free merely on the general ground that a system of free primary education should be an institution of every civilized State. In India generally, and in the United Provinces in particular, we are very far from having made our system of primary education general. The effect of making it free in its present undeveloped state would be to deny primary education to the more backward parts of the province while giving it free to the more advanced ones. The first condition required to justify primary education being free, namely that facilities for resorting to it are open to the population generally—a condition which, it is gathered from the last sentence of paragraph 4 of your letter, is accepted by the Government of India—is very far from being fulfilled in the United Provinces. Moreover, there is no area within them which is fit at present, or likely to be fit within any reasonable time, for a system of compulsory education. Next to a sound system of industrial education, and as a corollary to such a system, the greatest educational need of these provinces is the extension of primary education, and especially of primary education among girls. Very large sums of money would have to be spent before our system of primary education could become anything like as general as it should be, and the Lieutenant-Governor is respectfully of opinion that the policy of surrendering fees paid by the students at primary schools while primary education is in its present undeveloped

state would be disastrous since it would be calculated to retard rather than advance it. This is the view which the Lieutenant-Governor holds as regards the United Provinces, but he trusts that the Government of India will permit him to express his personal opinion as regards other parts of India in which he has had an opportunity of observing the progress of education. As Chief Commissioner of the Central Provinces the question of primary education was constantly before him, and he has no hesitation in saying that the conditions of those provinces are as unsuitable for a system of free primary education as are those of the United Provinces. As Secretary to the Government of India in the Home Department for a period of eight years, he had opportunities of observing the state of education in each province of India, and as the result of this observation he entertains no doubt that there is no province in which primary education is at present so general as to justify its being made free.

But the Lieutenant-Governor would not only advise against the abolition of fees on the ground that primary education is at present far from being general. In his judgment the comparison with England and several other civilized countries where fees have been abolished in primary schools does not furnish a conclusive argument. In those countries education is compulsory: it is a generally accepted principle that where education is compulsory it should be free, though the Lieutenant-Governor has been informed that in the Netherlands, where education is compulsory, it is by no means free. The main point is that India and Europe are not in the same state of civilization. In England an illiterate man is hopelessly handicapped; whereas in India for the great majority of the population literacy is not a necessity in enabling them to earn their bread.

4. One of the chief concerns of the Government must be the extension of education in poor and backward parts of the province, of which the south of the Mirzapur district and portions of Bundelkhand furnish typical examples, where the people, eking out a precarious existence upon the produce of an often unwilling soil, have little inducement to educate their children and less means to devote to such an object. For tracts such as these a system of free elementary education is undoubtedly suitable. Similarly, to enable education to permeate the lower strata of the people, the establishment of special free schools for low caste children would be a valuable step. The admission into ordinary schools of such children is resented by the superior castes, and leads to members of the latter removing their children from school. Moreover, the members of the lower castes are among those who least appreciate the benefits of education, and free elementary schools specially intended for such castes would seem to afford the best hope of spreading education among them.

5. The proposal to abolish fees and to provide stationery and text-books free of cost has practically the whole of Indian non-official opinion in the province, on its side. The Lieutenant-Governor thinks that this unanimity may be in some measure due to the view that the principle of abolishing fees, when the financial position might justify this step, had been accepted by the Government of India; and it is significant that from the classes affected there has been no demand for these concessions. The Lieutenant-Governor does not believe that any appreciable number of would-be scholars are in these provinces kept away from school owing to the levy of fees. The fees in the lower primary stage vary from three pies to one anna a month, and rarely exceed one anna in the upper stage. There is hardly ever any complaint of difficulty in realizing the fees, and 20 per cent. of scholars can be admitted free. It has been reported that in the Budaun district lower primary education was free in 1899-1900, when there were 2,882 boys in the lower primary classes; that in 1902, when fees were first charged, the number was 3,539, and grew to 4,502 in 1905-06. In April 1906 the fee was raised from three pies to six pies, but the number of scholars increased by about 1,000 in the year 1906-07. In the Banda and Jhansi districts a similar increase has occurred in spite of the imposition of fees. It has been the settled policy of this Government in recent years to increase the measure of responsibility of district boards for the spread of primary education as time has shown their fitness for the exercise of larger powers, and to make their financial independence a reality. The results of this policy are manifested in the interest they now take in the matter, and their readiness to spend money upon their primary schools so far as their means allow. Further, it has now been proposed to the Government of India that they should be set free from the responsibility of maintaining and supporting secondary English schools, in order, among other reasons, that they may devote more of their funds and attention to vernacular education. The present therefore appears to the Lieutenant-Governor to be a peculiarly inopportune time for taking away their powers to fix the rate of fees, and to decide within reasonable limits the extent to which it is advisable to make education free within the areas under their respective charges. The proposed interference with their discretion would tend to weaken their sense of financial responsibility, and would not be in accordance with the policy which should, in the view of this Government, be followed in its relations with the boards.

6. The reasons that keep children from school must be sought elsewhere than in the imposition of fees. Some of those reasons have been given in the twelfth paragraph of your letter. Education does not enable the children of the working classes to become bread winners, and the working man has too practical a mind to favour what does not bring some tangible advantage. The better classes of cultivators, small zamindars, and

shopkeepers, etc., do appreciate the benefit of education, but such persons can easily afford the small fees that are charged and actually do so without demur. The first result of making primary education free would be to benefit a class which does not need such assistance and would not appreciate it if it were given. The second might be to make attendance less regular, for ignorant parents are apt to take the view that since the education of their children costs them nothing, there is no pecuniary loss if a child does stay away from school. There is a general consensus of opinion that the reason why parents living in the neighbourhood of schools do not send their children to school is not because they object to the payment of a fee, but because they are indifferent to the benefits of education. The making of education free would not reach this large class; nor would it reach the still larger that have no school at hand to which to send their children. To meet the needs of this latter class adequately would take many lakhs of rupees of annually recurring expenditure; but, while they remain unmet, it does not seem to be fair to devote R70,300 (for this is the amount received in fees in primary schools under public management) to making education free among the more fortunate who have schools at hand, instead of using it to provide more schools.

7. In paragraph 6 of your letter the scope of the measure is defined. It is contemplated that fees should be abolished in both primary and middle vernacular schools for boys, whether managed by Government, by municipal or local bodies, or by private persons with the aid of grants from public funds. As regards the proposal, in clause (*a*) of the paragraph, that the primary departments of secondary schools should be excluded from the measure, this Government considers that in any system of free education such a restriction should only apply to the primary departments of schools in which English is taught. In these provinces the lower primary sections of State secondary schools have lately been removed to separate buildings, and are classed as "preparatory schools"; aided schools, so far as their means allow, are adopting a similar practice. In schools which follow a prescribed curriculum preparatory to the English school course, a higher fee is charged than in ordinary primary schools in the United Provinces. The boys attending them are drawn from a better class, who would not be willing to send their children to the ordinary lower primary schools and would prefer to pay a fee in order to have them taught separately.

8. In clause (*b*) of the same paragraph it is stated that the Government of India do not consider it necessary to abolish fees in primary schools for Europeans. In the case of children of Europeans education is absolutely indispensable, however poor the parents may be; for an illiterate European is hopelessly handicapped in the battle of life. The Government of India cannot be unaware of the destitution and the struggle to maintain respectability that exist among poor Eurasians in some of the large towns, and only a fraction of the cases of the deserving poor can be met under section VI, chapter V of the Code of Regulations for European Schools. It may not be out of place to mention that under the old code for European schools grants of R2 a head for free day scholars were allowed to schools. The omission of this provision from the new code has made it difficult for schools to admit free day scholars in such large numbers as formerly. Two cl sses of Europeans would benefit materially by the remission of tuition fees: (1) the absolutely indigent class and (2) those of better social position but with very small incomes. As regards the former their children could be admitted in larger numbers to orphanages and free schools if a grant of R24 per annum were given for each child in average attendance; and as regards the latter, who will on no account send their children to schools for children of the indigent class, their legitimate aspiration to have their children educated with the class to which they belong might be met by allowing schools to admit them as free scholars, or half free, up to a limit of 10 per cent. of the enrolment, and allowing a grant of R60 per annum for each scholar so admitted. The Lieutenant-Governor is informed that there would be no difficulty in distinguishing between primary schools and primary classes of secondary schools for Europeans in this province; so that one reason which has led the Government of India to propose the exclusion of this class from the measure if it were given effect to would be non-existent here. The total average enrolment during 1906 in primary schools in the plains—hill schools may be omitted from consideration—was only 408 and the normal tuition fee R48 per annum. Sir John Hewett is unable to understand why Europeans should be denied a concession that it is proposed to allow to Indians, and considers it probable that a stronger case could be made out for the relief of parents of the poorer Anglo-Indian community by the abolition of fees in certain places; but these observations are made not with the view of supporting the proposal to abolish fees, but merely in justice to a class whose claims should not be overlooked, should it ultimately be decided to supply free education.

9. Turning to the reasons stated in clause (*c*) of your sixth paragraph for classing middle vernacular schools as primary, I am directed to say that whatever may be the early history of these schools, and the original purpose with which they were established, they are in the United Provinces at all events secondary schools, whether regarded in relation to the standards above or below them or to the general state of education in India. They are not even what is known in Great Britain as "higher elementary". The courses in the middle section leading to the vernacular final examination are not a mere continuation of those of the upper primary standard; they break new ground and in most subjects are litle, if at all, lower than those of the high section of an English

school. The Lieutenant-Governor is informed that it is the general opinion of those engaged in education that boys who come from middle vernacular schools are, putting the knowledge of English aside, far better educated in many respects than boys who have passed through the upper middle section of an English school. Nor is the statement that these schools are losing ground true of the United Provinces. Middle vernacular schools, on the contrary, are gaining steadily in popularity yearly—during the last quinquennium the number appearing in the vernacular final examination from them has nearly doubled—and they have always occupied, and continue to occupy, an important place in the educational scheme of the province. They teach a large number of the boys of the province up to the age of eighteen years, and the education imparted by them is the only education that many require or can obtain. The final vernacular examination, which is their goal, represents the highest standard of attainment in the vernaculars, and the Lieutenant-Governor would urge that, instead of lowering middle schools in the public estimation by classing them as primary, they should, on the contrary, be encouraged to improve by recognizing their secondary character. This Government would deprecate any interference with their status merely for the convenience of a uniform classification throughout India. The circumstances of the United Provinces are entirely different from those of Madras, where a knowledge of English is very prevalent; and because in other parts of India these schools are failing to hold their own it is not a fair inference that secondary education through the vernaculars is doomed to failure here also. It would at all events be a grave political mistake to hasten the day of its decline. The majority of the officers with whose opinions the Government has been furnished are not in favour of classing these schools as elementary, and do not consider that it is advisable to abolish fees in the middle standard.

10. With regard to the application of the measure to aided schools, referred to in paragraphs 7 and 14 of your letter, I am directed to submit the following observations. Aided schools fall naturally into two classes: in one class the schools are the ventures of teachers who are unable to obtain employment in boards' service, and the manager, beyond lending his name to support the teacher's application for a grant-in-aid, takes no interest in the school whatever. The teacher, as a rule, leads a precarious existence, subsisting mainly on the grant and such fees and presents as he can draw from the parents of his scholars. If the abolition of fees leads to the extinction of this class of aided schools and the substitution for them of State managed schools, it will be a distinct gain to the cause of education. But there are in some parts of these provinces aided schools of quite a different stamp. In these the manager, a man of local influence and wealth, supports the teachers, provides a building, and interests himself in the welfare of the school. The scholars, recruited from a well-to-do class, pay fees often much in excess of those charged in board schools, and presents are voluntarily made to the teacher periodically. In point of efficiency such schools do not suffer in comparison with ordinary board schools. It would be a great pity to discourage private effort where it is doing really useful work; but if the principle is generally adopted that fees are not to be charged in aided schools, and it is made known that managers are to be compensated for loss of fees, the springs of private liberality will be dried up and the schools will become board schools in all but name. The Lieutenant-Governor is therefore of opinion that the proposal to abolish fees means, as apprehended by the Government of India, the virtual abolition of the aided school system. If it is carried out, the Government will have to face the situation of bearing the whole cost of vernacular education.

11. I am to express regret that the Lieutenant-Governor has been unable to obtain reliable information as to the description and number of aided primary schools which are in receipt of *bonâ fide* voluntary subscriptions. An attempt to collect information of this nature was made last year, but the results were so obviously incorrect and misleading that absolutely no reliance could be placed on them. On the present occasion the district boards have generally expressed their inability to supply the information. With reference to the subject of the abolition of fees in aided schools I am to bring to notice an argument that has been advanced in favour of permitting fees still to be taken, which appears worth consideration. It has been pointed out that the power to levy a fee is an inducement to a teacher to collect scholars, and that, if this power were withdrawn and the teacher compensated for the pecuniary loss to him thereby, he would probably take less interest in the enrolment of scholars. Considering the class of teachers employed, the fear that, with the withdrawal of a pecuniary incentive, there would be a slackening of effort in the collection of scholars is not altogether groundless.

12. In regard to unaided schools the Government of India anticipate that the force of circumstances will be too strong for them and that they must either abolish fees and accept aid or go to the wall. The Lieutenant-Governor considers that this anticipation is well founded. He, however, regrets that he is unable to furnish a forecast of how long the process of conversion would last. The statistics of unaided schools are so unreliable, and their numbers fluctuate from year to year in such a remarkable manner, that no definite statements can be made regarding them. Some of the larger and more important Koran schools would probably not desire conversion, and would continue on their present lines, unaffected by the change, for some years to come.

13. To attempt to estimate the probable expansion of the primary school system resulting from the abolition of fees is an even more difficult task. The expectation

"that a considerable number of parents who now have their children educated at home by poorly paid teachers will be tempted by the abolition of fees to send their children to school" is not likely to be realized. Since the fee varies from one anna to one pice in the lower primary section the Lieutenant-Governor does not believe that on grounds of economy parents are now having their children taught at home. One of the chief pecuniary obstacles, it seems to him, to the wider spread of education is the reluctance of parents to pay for books and the monthly charge for stationery, but he is not convinced that the levy of so small a fee as that charged in primary schools in these provinces deters any appreciable number from attending school. The opinion of the Director of Public Instruction is that it would be surprising if the numbers in primary schools rose by more than 10 per cent. as the direct result of the abolition of fees. The Lieutenant-Governor sees no reason to entertain more sanguine expectations.

14. The problem of devising efficient measures to prevent teachers from exacting fees or accepting presents is an exceedingly difficult one. The Government of India are probably aware that the practice of making presents to teachers at times of festivals or on the occurrence of family ceremonies is very common in the case of well-to-do villagers; it is, in fact, a custom of the country. These presents are given as frequently to board school teachers as to the teachers of aided schools. It is stated that in some places it would be considered disgraceful not to make them. The Lieutenant-Governor would deprecate interference with an immemorial custom for which much can be said. The presents are cheerfully made and are not regarded as a tax on the parents, but as evidence of the popularity of the teacher and of the goodwill between him and his pupils. The only way to put a stop to the practice would be by securing the co-operation of the people themselves and effecting a change in the present state of public opinion. The introduction of any system of vigilance or espionage, which is what it amounts to, would probably bring in its train much greater evils. It would encourage intrigues, embitter village feuds, and give a teacher's enemies an ever-ready weapon for his destruction, while proving largely ineffectual for the purpose intended.

15. With reference to paragraph 15 of the letter under reply, the Director of Public Instruction has written as follows:—

> The Government of India's suggestion that books and other school requisites should be supplied free is, as I have already stated, in my opinion, a far more important one than the proposal to abolish fees. From enquiries which I myself made during the course of my cold weather tour I am inclined to think that the cost of books and stationery is a very real obstacle to the expansion of primary education. Accounts were supplied to me that showed the cost of stationery at about two annas a head per month in the lower primary standard and three annas six pies in the upper primary. At this rate a sum of R4,78,584 annually would be required to provide stationery for all scholars in district boards' primary schools for boys and girls, including the 10 per cent. estimated expansion. The life of a paper-bound text-book in the grimy hands of a little village boy is not likely to be longer than six months, and in the preparatory section often is not so much as three. As a rule books are not in a fit condition to be passed on from one generation of scholars to the next.

The Director's estimate of the cost of supplying books free is between two and three lakhs a year, but he does not advocate their being supplied free to all. He would give to the boards discretion in the matter. In tracts where the villagers are very poor, and in schools for low-caste children, it might be advisable to supply both books and stationery. The Lieutenant-Governor does not think that it would be justifiable to relieve well-to-do parents of the cost of providing what is requisite for their children's education, but, where it can be clearly shown that the cost of providing both is really beyond the means of parents, he considers that boards would be justified in providing them free of cost, but as school property not to be removed by scholars.

16. The disappearance of aided schools would involve the extinction of sectarian teaching; for if the whole cost of schools is to be borne by the State they must be open to all without distinction of creed and must provide a common education. This will mean a serious blow to the Muhammadan community. The *maktabs* cannot continue to accept aid under such conditions. They exist primarily for the teaching of the Koran; and before the introduction of the grant-in-aid system most of them taught practically nothing else. But since the introduction of that system many have accepted aid on the condition that they would add to religious teaching instruction in writing and arithmetic. In nearly all such schools some fee for instruction is paid either in money or in kind, and voluntary contributions and gifts are the rule rather than the exception. It is impossible to fit such schools as these into any non-sectarian system of free education. The remarkable progress achieved in Egypt of late years in the spread of primary education has been due to the application to *maktabs* of a grant-in-aid system which, while enabling them to preserve their essential features, has induced them in large numbers to add instruction in the three "R.'s" to religious teaching. What is true of Egypt is equally true of all countries in which there is a Moslem population. Secular schools are filled with Hindu children, but the bulk of the Muhammadan community regard religious instruction as essential. The effect therefore of secularizing education would be a distinct set-back to the education of Muhammadans. Such a result would be distinctly opposed to the often-expressed wishes of the Government of India, who have frequently emphasized the need for promoting education among the Muhammadan community, and His Honour would deeply regret the adoption of a policy which would effectually prevent Muhammadans from making up lost ground, and taking their place alongside other classes of the community as equal competitors in trade, commerce, and

the service of the State. The subsidizing, in the present manner, of the private *maktabs* is the only way to secure the co-operation of a Muhammadan people in their own education. Seeing that in these provinces Muhammadans number $6\frac{3}{4}$ millions, it is not advisable to abandon the system in favour of free education in non-sectarian schools. The conversion of the ordinary aided school into a board school can be effected without any departure from the Government policy of religious neutrality; but for Government to bear the whole cost of Koran schools would lay it open to the charge of supporting sectarian schools for the benefit of the Muhammadan community only. Christian missions would then be entitled to claim that the State should bear the whole cost of their schools also.

17. Coming to the financial aspect of the question, I am to observe that the principles indicated by the Government of India for calculating the assistance required by individual provinces for carrying out the measure do not appear to take account of the varying conditions of the different parts of the country. If, for instance, the amounts shown in paragraph 9 of your letter were contributed to the respective provinces to compensate the schools for the loss of fees, the results would be very unequal. Bengal would get 18 lakhs for this purpose, nearly four times as much as Madras and over ten times as much as the United Provinces. I am to say that before dealing with any estimates for the cost of the proposal it must be pointed out that boards in this province need immediately a recurring grant of R1,50,000 for increasing the number of teachers in existing schools, and a non-recurring grant of R6,50,000 for enlarging, repairing, and rebuilding their village schools. Unless the schools can be put in proper order, and sufficient teachers provided, any influx of scholars would result in still greater overcrowding and a decline in the efficiency of the teaching. Before fees can be abolished these deficiencies in the existing schools must at any rate be made up. As to the actual cost of the abolition of fees it may be observed that the figure given for the United Provinces in paragraph 9 of the Government of India's letter is unreliable as it is impossible to get accurate returns of the fees paid by scholars in money or in kind in aided schools. Further, the method of calculation suggested in paragraph 14 for ascertaining the cost of conversion of aided schools into board schools is open to the objection that a calculation based on the cost per scholar will not give the cost of the conversion of aided schools into board schools so approximately as a calculation of the difference between the cost of giving aid to existing schools and that of meeting the whole of the pay of teachers in those aided schools. At a rough calculation it is estimated that three-fourths of the aided schools will need to be converted into board schools if fees are abolished, the remaining one-fourth being closed as serving no useful purpose. For the reasons given above in paragraph 4 only primary schools will be considered. The figure in the Civil Budget Estimates for the cost of aid to primary schools in 1907-08 is R2,31,890. The average cost of aid per school is R5 a month, and a further R3-8-0 a month may be taken as the minimum necessary to pay the salary of a lower primary teacher in a board school. The extra cost calculated at this proportion on R2,31,890 gives R1,62,323 for the pay of teachers alone, to which the addition of a sum to cover cost of repairs will give an estimate of about two lakhs. Few aided schools have any adequate buildings, and twelve to fifteen lakhs would probably have to be spent in providing proper accommodation for at least 3,000 schools.

In municipal and district board schools the amount of fees in primary schools in 1905-06 was R70,295, which it is understood the Government of India would agree to pay to the boards as compensation for the loss of the fees. In addition to the above item there will be the cost of opening new schools; this cannot be accurately estimated, but upon it two lakhs at least could be spent every year for a number of years.

18. The cost of the abolition of fees in primary schools (not including those that teach up to the middle standard) may be set down as follows:—

	Recurring.	*Non-Recurring.*
	R	R
1. Loss to district and municipal boards owing to abolition of fees in their primary schools	70,300	...
2. Supply of more teachers	1,50,000	...
3. Enlarging or rebuilding existing schools	...	6,50,000
4. Building, repair, equipment, and maintenance of new schools	2,00,000	...
5. Conversion of aided schools into board schools (maintenance charges)	2,00,000	...
6. New buildings for item no. 5	...	12,00,000
7. Free supply of books	3,00,000	...
8. " " stationery	4,78,000	...
TOTAL	13,98,300	18,50,000

Of the above items nos. 2 and 3 are necessary under existing conditions, and must be carried out independently of the abolition of fees.

19. To sum up, the conclusions at which the Lieutenant-Governor has, upon the foregoing considerations, arrived are as follows:—

(1) The United Provinces have not yet arrived at a state which the general abolition of fees in its primary schools is either called for or advisable.

(2) There are tracts in which it is desirable to provide free elementary schools.

(3) Special free schools should be provided for children of low castes.

(4) If fees were abolished now the benefit would not reach the class for whom it is really intended, but those who do not require it.

(5) The present and urgent need of the province is the provision of more schools and the enlargement of existing ones, and an increase in the supply of teachers so as to bring the opportunity for obtaining instruction within the reach, as far as possible, of the whole population of a school-going age.

(6) The gradual conversion of inefficient aided into board schools is advisable at places where there are not already existing schools. Efficient aided schools, on the contrary, ought to be encouraged by generous grants, and not extinguished by the competition of schools supported by State funds to compensate them for the loss of their fee-income.

(7) The proposed measure would result in the extinction of religious schools and be a considerable blow to the Muhammadan community which is notoriously backward in education.

(8) The proposal to include middle schools (which in the United Provinces are not "primary") in the measure is at any rate unadvisable.

From J. C. GODLEY, Esq., M.A., Officiating Under Secretary to the Government of the Punjab, Home (Education) Department, to the Secretary to the Government of India, Home Department, no. 450-S., dated the 23rd July 1908.

I am directed by His Honour the Lieutenant-Governor to acknowledge the receipt of your letter no. 885, dated 22nd November 1906, regarding the abolition of fees in Primary Schools. In reply, I am to offer the following observations on the policy and cost of the measure.

2. The Lieutenant-Governor is in full sympathy with the policy of the Government of India in desiring to extend free primary education to the fullest extent compatible with the financial situation of the Province and the necessities of the case. He would, however, add to this an expression of his opinion that in the Punjab at any rate secondary and higher education should eventually be made fully self-supporting, in order that more funds may be available for the spread of primary education. The objects of the measure contemplated by the Government of India are stated in paragraph 2 of the letter to be (*a*) to relieve certain classes of the community from a form of taxation and (*b*) to remove an obstacle to the spread of primary education. These objects are not at present of any great importance in this Province, as the fees now levied in the Punjab, if regarded as a tax, do not press heavily upon any section of the community. The children of agriculturists and village *kamins* are exempted from the payment of fees in the five Vernacular Primary Classes by article 234 of the Punjab Education Code, while article 235 authorises exemption, up to a limit of 10 per cent. of the total number on the rolls, in the case of boys whose parents are too poor to pay fees. In this Province, therefore, the measure of relief which is now contemplated will benefit only members of the non-agricultural and mercantile community, who contribute little to general taxation, and in whose case it may be confidently asserted that the fees do not act as a deterrent, and that their abolition is not necessary either for the relief of parents or for the spread of education. In paragraph 6 (*b*) of your letter under reply it is intimated that for these reasons the Government of India do not propose to abolish fees in the case of Europeans, and the case of non-agriculturists in the Punjab may well be treated on similar lines. If this be conceded, the question is not one of practical importance as far as this Province is concerned.

3. His Honour is of opinion also that the proposal contained in the letter under reference cannot be dissociated from the practical question whether the income which it is proposed to sacrifice could not be more profitably employed in the direct extension of primary education by opening fresh schools, and he is convinced that in the Punjab, where the population is mainly agricultural, the chief desideratum is to afford additional educational facilities to the children of agriculturists, instead of relieving the classes who now pay school fees. I am desired in this connection to refer to the opinions expressed by the Commissioners of Rawalpindi and Lahore. The former officer holds that the measure will partly affect "the well-to-do middle classes who are not agriculturists, the bankers, shopkeepers and traders who are well able to pay for their children's education." The Commissioner of Lahore thinks that "the only persons who would be benefited by the proposed measure are "those members of the non-agricultural classes who are well able to pay the small fees charged." Sir Louis Dane would add to these remarks that he is not aware that the non-agriculture classes in

question are backward in seeking education for their children. The abolition of fees in the existing schools would therefore, in His Honour's opinion, be of no substantial value in extending educational facilities to the classes most in need of them, and a calculation of the cost of making primary education free should include the expenditure necessary for making such education accessible to others besides those who already enjoy its advantages.

4. If, however, the Government of India are of opinion that the policy must be uniform throughout India, though the necessity for such uniformity is not altogether apparent, it remains to examine what the cost of the proposed measure would be. The amount expended from fees in Primary and Middle Vernacular schools for boys for the year 1906-07 was ₹1,18,227, and compensation to this amount will be due, as a preliminary step, to Local Bodies and Managers of aided schools. This estimate leaves out of account (*a*) the increased expenditure caused by a rise in the number of pupils in existing schools, and (*b*) the expenditure necessitated by the absorption of unaided schools into the aided school system and of aided schools into the board school system. As regards (*a*), the Lieutenant-Governor is of opinion that a marked increase of the numbers in attendance will not be an immediate consequence of the measure, the present scale of fees not being considered a burden by parents who are able to give their children the requisite leisure to attend school. In Vernacular Middle schools, where the fees are higher, an increase may be expected with more confidence. Turning to (*b*), it is certain that the unaided schools which are at present supported by fees or contributions will be immediately brought on the list of aided schools, while the absorption of aided schools into the board school system is doubtful. In the Punjab these schools are usually of the "Indigenous" type: they are conducted by teachers of low qualifications, who rely partly on payments in kind for a subsistence: *bonâ fide* subscriptions are rare; and it is anticipated that such teachers will generally prefer to retain their present independence to passing under the yoke of the boards. Schools conducted by religious societies, or in which religious teaching is the primary object, will also probably continue on the aided list. This would be a distinct advantage, as the Lieutenant-Governor would deprecate any measure which would tend further to secularise education in this Province. The expenditure under these two heads can therefore only be guessed at, but it may be assumed that the total to be paid for compensation and for new grants-in-aid will amount to at least ₹1,50,000.

5. In paragraph 6 (*a*) of the letter under reference the Government of India lay down the principle that if the primary departments of secondary schools are indistinguishable from the ordinary vernacular schools, and are in practice open to all who desire a merely vernacular education, they should be reckoned as primary schools, and should be free. In the Punjab the instruction given in the first three standards of Anglo-Vernacular Secondary Schools is exclusively vernacular, and it is indistinguishable from the primary school curriculum. Anglo-Vernacular schools in towns are usually the only means by which the residents can obtain an elementary vernacular education for their children. If fees are to be generally abolished, the privilege of exemption of fees must therefore, in His Honour's opinion, be extended to the lower primary classes of Anglo-Vernacular schols. If this view is accepted, the cost of compensation will materially exceed the sum mentioned above, while for the reasons stated above such abolition would be an unnecessary relief from taxation and is not really required for the spread of education.

6. In paragraph 7 the Government of India raise the question whether the levy of fees should be permitted in exceptional cases. The vernacular schools of the Province all belong to certain well-defined types, and the Lieutenant-Governor considers that if there is an established rule as to the abolition of fees, cases are not likely to arise which require exceptional treatment.

7. The male population of the Punjab amounts to 10,942,705, of whom it is estimated that 1,641,406 are of school-going age; and the majority of these would, if education were general, be attending Vernacular Primary schools. The actual number in attendance is only 159,640, or less than 10 per cent. of the total. The number of villages in 32,663, and the village schools number 3,261 (3,151 Primary and 110 Middle), *i.e.*, one village in ten has a school. Assuming that, in order to make education accessible, at least one village in four should have a school, the number of new schools to be provided would be 4,905, of which not less than 100 would be Middle Vernacular schools and 4,805 Primary. The upkeep of 4,805 Primary schools at ₹20 per month, or ₹240 per annum, would amount to 11½ lakhs of rupees, and that of 100 Middle schools at ₹120 per month, or ₹1,440 per annum, to 1½ lakhs. The total amount to be expended on the upkeep of new schools would therefore be 13 lakhs, while the initial expenditure on buildings and furniture at ₹500 per school would require 25 lakhs more.

8. The stipends now tenable at Normal schools for male teachers, if fully taken up, would give an annual outturn of about 430 teachers for Vernacular schools, a number which is far from sufficient to meet the demand. A large increase in the number of Primary schools would necessitate a corresponding increase in the capacity of the Normal schools and in the number of stipends tenable in them. It is not certain, however, that an increase in the number of stipends would attract more candidates, and expenditure under this head may perhaps be omitted from the calculation. But the absence of

qualifications in the teachers would entail greater vigilance in the inspecting agency, and the minimum additional requirement under this head would be an Assistant District Inspector for each of the 29 districts, costing altogether (at an average rate of R75) R26,000 annually.

9. In paragraph 15 of the letter under reference the Government of India invite His Honour's opinion on the question of supplying books and other school requisites gratuitously to pupils, and desire to be informed of the probable cost of the measure. The purchase of school books is an appreciable addition to the cost of elementary education, and the Lieutenant-Governor apprehends that free education entails, as a general principle, the abolition of all charges for school requisites. The cost of books and other school requisites may be roughly estimated at R1-8-0 per pupil in the Primary and R2-8-0 in the Middle Classes of Vernacular schools. Adopting the lower figure, and reckoning the number of boys who might be at Primary and Middle Vernacular schools as 1,200,000, the initial cost of providing requisites would be R18,00,000. On the supposition that the supply would need renewal at intervals of three years, there would be a recurring annual charge of R6,00,000. His Honour considers that the difficulty and cost of carrying out this proposal would be prohibitive, and that teachers and pupils would have no incentive to be careful in the use of school books if they were made public property.

10. Fees are not charged in girls' schools under public management, and in the foregoing paragraphs the figures relating to girls' schools have not been taken into calculation, the extension of female education being less a matter of money than of overcoming popular prejudice.

11. The estimated minimum cost of carrying out the measure in its entirety may be recapitulated as follows:—

	R
Initial expenditure—	
Buildings and equipment of new schools	25,00,000
Recurrent—	
Compensation to existing schools	1,50,000
Upkeep of new schools	13,00,000
Additional Inspectors	26,000
Supply of books and school requisites	6,00,000
Miscellaneous	24,000
Total	21,00,000

12. The Lieutenant-Governor is aware that these figures are largely in excess of the amount which would be required in order to bring the measure into immediate operation, and that they represent an ultimate ideal which would be reached by degrees, but which we ought always to keep in view at any rate so far as the increase in the number of new Primary schools is concerned. It is obvious, however, that both the inception and the completion of the schemes involve expenditure which it would be impossible to meet from Provincial revenues, and the Lieutenant-Governor is therefore of opinion that the grant which it is proposed to make from Imperial revenues for the immediate cost of the concession would be more usefully employed in the extension of education in backward localities, than in exempting a small section of the community from a payment which, he is informed, has no perceptible effect on school attendance.

From W. F. Rice, Esq., I.C.S., Secretary to the Government of Burma, Education Department, to the Secretary to the Government of India, Home Department, no. 183-M.-6 E.-6, dated the 8th April 1907.

I am directed to acknowledge the receipt of your letter no. 886 (Education), dated the 22nd November 1906, concerning the question of the abolition of fees in all Primary schools under public management or aided from public funds.

2. The Lieutenant-Governor has consulted the Director of Public Instruction and the Educational Syndicate on the subject discussed in your letter, and I am to submit for the information of the Government of India copies of the letters cited in the margin which contain expressions of the opinion of the Director and of the Syndicate, respectively. Mr. Covernton's letter also contains valuable information on the several points specified for consideration.

Letter No. 13370—21.S.-1, dated the 18th January 1907, from the Director of Public Instruction, Burma.

Letter No. 363—28-A., dated the 1st February 1907, from the Registrar, Educational Syndicate, Burma.

3. The Lieutenant-Governor understands the proposal formulated in your letter to be that set forth in paragraph 3 of the Director's letter, namely, the abolition of fees in what are known in Burma as Vernacular Primary and Middle schools. There is no

distinction between the courses of study pursued in the Primary and Middle Departments, whether in Vernacular Primary, Middle, or High schools. Nor are there Vernacular Primary and Middle Departments in Anglo-Vernacular schools. The proposal may therefore be stated as one for the abolition of fees for Vernacular education up to the VIIth Standard, the highest standard reached by Middle schools.

4. It may be premised that, in Burma, all Vernacular schools fall into three classes—

(1) Government schools;
(2) Aided schools under private management;
(3) Unaided schools under private management.

There are no Board schools and there are no Vernacular schools managed by Municipal Committees. In all Government schools fees are charged. And at present, as regards private schools, in accordance with the orders in the Despatch of 1854, it is an explicit condition of eligibility for grants-in-aid that, except in monastic schools, reasonable fees should be levied. The proposal now put forward involves therefore in this Province not merely a departure from, but a reversal of, the existing rule. This is the case although the Director reports that the rule is not always strictly observed. At the same time, the practice of providing free education is not repugnant to the feelings of the people, since in all monastic schools and in many lay schools under private management no fee is charged. Notwithstanding this consideration, it seems to the Lieutenant-Governor that in this Province, at least, the proposed measure is unnecessary and insusceptible of justification. The grounds on which it is advocated are that it is a form of relief akin to the reduction of taxation and that it will remove an obstacle to the spread of primary education. So far as Government schools are concerned, the relief afforded would be very small. And though, on the calculation in paragraph 8 of the Director's letter, a substantial sum is levied by way of fees in aided vernacular schools, the average payment on account of each pupil amounts only to R1-8-0 a year, or two annas a month. In this Province where, though large accumulations of wealth are rare, there is a general diffusion of the means of subsistence and real poverty is hardly known, this tax cannot press severely on any section of the population. The abolition of the payment of fees would scarcely be felt by individuals and would certainly not be regarded as a substantial reduction of taxation. The people who pay school fees for vernacular education do so willingly. Any one who prefers that his children should receive free education in elementary subjects can obtain it at the nearest monastery. The Lieutenant-Governor doubts whether the abolition of fees would have any effect on the gross number of pupils attending vernacular schools, but it would probably cause many unaided schools to come under Departmental control. The idea seems to be that, at present, when fees are charged in aided schools, unaided schools are enabled also to charge fees; but that if fees were abandoned in aided schools, it would be necessary for the unaided schools also to abolish them under pain of losing all their pupils. This assumes that there are aided and unaided schools side by side, and that if fees were charged in the latter and not in the former all the unaided schools would be deserted. The Lieutenant-Governor doubts whether this correctly represents the conditions in Burma. Much depends on the personality of the teacher and on the existence of various schools in the same locality. People will not move their children from one school to another, even in places where a choice is offered, merely for the sake of saving two annas a month for one or two children. They do not pinch and deny themselves in order to provide two annas a month for a child's education. So far as primary education is not universal, it is not because of the pressure of school fees but from indolence or want of care. But as a matter of fact, the great majority of Burman boys and a great many Burman girls do obtain elementary education in their own vernacular. The reasons assigned by the Director of Public Instruction for supporting the proposal do not seem to the Lieutenant-Governor to have any vital force. The relief from the payment of school fees could not be regarded as a substantial reduction of taxation, nor, it is probable, could it have any material effect in increasing the numbers under vernacular instruction. The cause which keeps people who wish their children to be educated from sending them to primary (or vernacular) schools is not the cost. The cost is small and can, in any case, be avoided. It is the desire for secondary or Anglo-Vernacular education. The Lieutenant-Governor ventures to think that the abolition of fees in vernacular schools would have little or no effect in withdrawing pupils from Anglo-Vernacular schools. The further reason in support of the proposed change, that what the Director calls venture schools are undeserving of support because they are mercantile undertakings, does not appear to be convincing. It is not against the policy of Government to support mercantile undertakings. Nor is it proposed to withdraw support from venture schools if they are willing to conform to Government regulations. It does not seem advisable to make so radical a change as that proposed merely for the sake of bringing more schools under Departmental control.

5. After giving the matter the most careful and attentive consideration, the Lieutenant-Governor advises strongly against the adoption of the proposal so far as Burma is concerned. It is clear from the letters of the Director and the Syndicate that their support of the proposal is by no means enthusiastic. The Director's reasons have been

analysed and shown to be of no great value. The Syndicate have assigned no reason for the faith which they profess. It is not alleged that there is any popular demand for the change or that there is any oppressive burden which should be removed. The only result, so far as this Province is concerned, would be to impose an additional charge, estimated at about five lakhs of rupees a year, on Provincial revenues. This charge the Province could not afford to bear. If such a sum can be provided as an Imperial contribution, the Lieutenant-Governor ventures to think that it could be spent to better effect on other objects.

6. With reference to the enquiry in paragraph 6 of your letter, I am to say that if it is decided to adopt the proposal in Burma, there will be no difficulty in abolishing fees in Vernacular Primary and Middle schools or in the Primary and Middle departments of Vernacular schools which have a High department. The curriculum of each department is the same whether the school is classed as a Primary, Middle, or High school. The proposal to withhold the concession from the Primary and Middle departments of Anglo-Vernacular schools can be effected without difficulty. These departments differ materially from similar departments in purely Vernacular schools. Subject to his objection to the proposed measure as a whole, the Lieutenant-Governor sees no reason to object to this application of it. He agrees with the Director that no exception to the rule should be allowed.

7. The question of the financial effect of the proposed measure is one of much difficulty. It is fully discussed in the Director's letter, and the Lieutenant-Governor is prepared to accept Mr. Coventon's conclusions. It is estimated that the ultimate cost of the proposed measure would be about R4,72,000 a year.

8. If the present policy of requiring fees to be charged is reversed, the Lieutenant-Governor earnestly deprecates any attempt to stop the presentation of voluntary offerings to teachers. The case is fairly stated in the letter from the Educational Syndicate. It would be impossible to prevent voluntary offerings to Buddhist monks, and it would be impolitic in a high degree to attempt to interfere with the offer of voluntary contributions to Missionary bodies. It would be impracticable to distinguish between offerings for the acquisition of religious merit and offerings on account of education. Nor does the Lieutenant-Governor think that it would be reasonable or in accordance with the customs and wishes of the people to prevent the offer of contributions in kind to lay teachers. His Honour trusts that no condition regarding the offer of voluntary contributions may be prescribed for this Province.

9. The remarks in the preceding paragraph are all that can be offered on the subject discussed in paragraph 14 of your letter. The voluntary offerings abovementioned are probably not the same as the voluntary contributions discussed in that paragraph, which seem to be more of the nature of regular subscriptions. Statistics of voluntary contributions are not available. The Lieutenant-Governor does not think that the abolition of fees would result in the establishment of schools supported by regular voluntary subscriptions in the nature of endowments.

10. Concurring with the Educational Syndicate and differing from the Director, the Lieutenant-Governor supports the proposal that the abolition of fees, if effected should be accompanied by the supply of books and other school requisites without charge. The annual cost of this has not been estimated by the Director, as he is not in favour of the proposal. It seems to His Honour that it would be inconsistent to abolish fees and at the same time to leave the parents of pupils to provide books and other school requisites. If this were done, the desideratum of providing free education would not be attained. An estimate of the cost of this part of the scheme will be obtained and submitted.

11. The Lieutenant-Governor asks leave to represent that if the proposal to abolish fees in Vernacular schools is adopted, the same principle should be applied to European schools. If natives of the country are to be given free education in their vernacular up to a certain standard, it is consistent that Europeans and Eurasians also should receive free education in their vernacular up to the corresponding standard. The encouragement of education among Europeans and Eurasians in this Province is of even more importance than the encouragement of education among Burmans. The burden of school fees probably presses more hardly on Europeans and Eurasians in Burma than on the natives of the country. Moreover, primary vernacular education is already widely diffused among the people of Burma. His Honour desires to urge as strongly as possible the claims of the Eurasian population to the most considerate treatment. He is fully convinced that, if sufficient opportunity is afforded them, they will use it with profit, and that the result will be a marked improvement in the morale of this important section of the community. The Lieutenant-Governor feels very strongly that Eurasians do not get the best chance of education and training, and that much might be done to improve their mental and moral condition. He trusts that this aspect of the question, which seems to him to be of the first importance, may be taken into consideration. If the proposed concession could be extended to Europeans and Eurasians in European and Anglo-Vernacular schools, he would be prepared to waive his objection to the scheme as applied to natives of the Province, but he would still hope for substantial aid from Imperial Funds towards carrying the scheme into effect.

From J. G. COVERNTON, Esq., M.A., Director of Public Instruction, Burma, to the Secretary to the Government of Burma, no. 13370—21.S.-1, dated the 18th January 1907.

With reference to your letter no. 213—6 E.-87 of 5th December 1906, I have the honour to report as follow.

2. I have consulted the Inspectors of Schools throughout the province and find that the majority consider that, subject to various conditions, fees may be abolished as proposed in the letter of the Government of India. It is pointed out that even now in Upper Burma fees are not levied to any great extent or with precise regularity in aided vernacular schools, and that it is only in urban schools and those in the more important rural centres that the managers are successful in collecting income from this source, exact returns for which, moreover, are rarely obtainable. In purely rural schools a very large number of pupils are educated free of cost, while in Karen schools fees are not charged usually, the villagers contributing so many baskets of paddy, etc., towards the cost of education. Similarly in Burman lay schools, though to a less extent, presents in kind are made to the teacher, while in the monastic schools the *pôngyis* also receive presents of this nature, but no fees. No definite proportion or regularity, however, distinguishes such gifts. Hence it may be concluded that, apart from Government and certain Mission schools, the abolition of fees will not produce a complete reversal of existing conditions. The exact effects of the measure, I shall discuss later on.

3. In your paragraph no. 2 you state that "the present intention of the Government of India is to exclude from the scope of the proposed measure the primary Departments of Secondary Schools." In this regard I venture to point out that "Secondary" in the letter of the Government of India apparently stands for "Anglo-Vernacular." In Bombay all Anglo-Vernacular schools were known as Secondary and comprised no primary departments; the vernacular schools on the other hand were known as "Primary," and their junior standards (*i.e.*, those up to Standard IV inclusive) served as a necessary introduction to the Anglo-Vernacular or Secondary school. In Burma a more correct usage of the terms "Secondary" and "Primary" has been in vogue, and we have both middle and high (*i.e.*, Secondary) vernacular schools as well as primary Anglo-Vernacular schools. In my opinion, however, the last variety would, in the eyes of the Government of India, fall within the category of Secondary schools. Hence, if I am correct in the view that I have taken, the object of the Government of India, when translated into effect in this province, would be to abolish fees in middle and primary vernacular schools, but not in vernacular high schools or in primary Anglo-Vernacular schools. When schools comprise several departments (*e.g.*, in a complete vernacular high school), the middle and primary departments would be free, while fees would still be collected in the high department. I may add that between the curriculum in use in a primary vernacular school and that followed in the primary department attached to a vernacular middle or high school there is no difference. Consequently no differentiation in regard to the leying of fees would be entailed. On the other hand, the primary department of an Anglo-Vernacular school is distinguished from that of a vernacular school by a different curriculum and by the fact that English is begun. Hence, such a department as the former not being indistinguishable from such an one as the latter, fees would continue to be charged in it in accordance with the principle proposed in section (*a*), paragraph 6 of the Government of India's letter. This principle I consider a sound one, and for two reasons. First, it is just that, if people desire a superior or special class of education (and a course including English must be reckoned as such), they should pay for it. Secondly, the effect of the principle, if adopted, may be to encourage vernacular education and to check the present inconsiderate rush towards instruction in English.

4. Assuming that the abolition of fees is decided upon, it is obvious that it can be introduced most easily into Government schools. None of these therefore need be excepted*: to do so, *i.e.*, to continue to charge fees in them, while fees were remitted in aided schools, would be to place a premium on the latter, which would tell heavily against the former. Nor in the case of aided schools would I admit any exceptions. In England, when free education was introduced, certain schools were permitted to continue to charge a fairly high rate of fee, because they catered for a higher stratum of society, persons belonging to which did not wish their children to sit with the pupils of a lower class, who attended the free schools and whom it was desired to exclude from the schools intended for their "betters." No such social distinctions obtain in regard to vernacular schools in Burma: consequently no exceptions of this kind are called for. As regards aided schools generally, when it is understood that Government is prepared to make good any loss that the abolition of fees may entail on the managers, there will probably be no demand for permission to continue the present practice. For unaided schools it would be impossible to insist upon a discontinuance of fees, and this is recognized in the letter of the Government of India. It would not be politic to insist upon the discontinuance of *presents* in kind, though in the case of Karen and other schools maintained to a certain extent by *fixed contributions* of paddy, etc., in lieu of fees, it would probably be desirable to prohibit such contributions and to offer an equivalent in an increase of grants, in order to bring them into line with other vernacular schools.

* Except in the high departments.

5. The case of unaided schools which desire to come upon the register of grants-in-aid will not be materially different from that of aided schools. If they desire grants

they will have to abolish fees and in return will receive a grant, one item in the calculation of which will be the fee-income, which they can be proved to have received, previous to registration. The question of how many such schools are likely to be thrown upon the liberality of Government as the result of a general abolition of fees in Government and aided schools will be discussed in connection with the general question of the expansion, which the reform is likely to produce.

6. It is the general opinion of the Inspectors (with which I concur) that no special measures will be necessary to prevent the charging of fees, once Government has ordered their abolition, provided of course that a sufficiently public notification of the fact is issued and circulated. The Department would undertake this in the case of all schools under its control or supervision. But it would be as well for a notice to be posted by the district officials in all villages containing aided or Government schools. A similar notice would also be hung up in all such schools under the orders of the Director of Public Instruction. For the rest we must trust to a revised system of grant and to proper departmental inspection and control. Masters or managers convicted of receiving fees illegally would be punished departmentally.

7. Voluntary subscriptions (other than those in kind mentioned above) are very rare indeed in Burma, and need not be considered as a source of income in the case of vernacular schools not belonging to missions. When made they are given usually towards the erection of a school house, and are not intended as an endowment for the school or a regular contribution towards the payment of its staff. In the case of subscriptions towards mission schools, it would not seem necessary to forbid them outright, provided they were in no way obligatory and were regularly entered in full as receipts in the school accounts. They should not, however, be paid through the children, nor be collected by the teachers. Voluntary subscriptions are not required in vernacular schools other than missionary ones and need not be permitted in them.

8. As regards the general expansion of Education and the extra cost to Government which will ensue from the proposed reform, it is clear that these two factors must act and react upon each other. The expansion will be limited by the funds at Government's disposal, and the amount of those funds will be determined to some extent by the scale on which expansion is essentially necessary. Before expansion proper is dealt with, it is desirable to ascertain the exact amount of compensation that will be requisite for existing schools if fees are abolished. Compensation will take the following forms:—

(*i*) Additions to provincial expenditure to meet the deficit caused by the loss of fees in Government schools (*i.e.*, Vernacular, Primary, and Middle) as follows:—

	R
(*a*) Fees abolished in separate Primary Schools	2,286
(*b*) Fees abolished in combined Primary and Middle Schools (including such departments in Vernacular High Schools)	1,071

(*ii*) Additions to Municipal or Local Board funds to meet loss of revenue from fees in *Municipal* or *Local Board* schools. The Local Boards and Municipalities here maintain no primary or middle vernacular schools of their own. Hence no addition is necessary under these heads.

(*iii*) Additions to the grants of *aided* vernacular, primary and middle schools. Managers earning fixed grants under Chapter V* are encouraged to keep accounts, but have not been compelled to do so, and the amount of fees they are supposed to collect is calculated on a purely artificial basis, which may have no foundation in fact. Managers receiving results grants and salary grants have not been expected to keep accounts. Hence, under the existing system, it has not been found possible to obtain regular or precise returns of fee-income in vernacular schools. According to section 5 (ii), page 24 of Chapter V, Burma Education Code, fees may be reckoned at annas 2, 4 or 8. Considering that the number of pupils from whom no fees are collected is large but uncertain, and that comparatively few can afford the highest rate, I suggest that, if the total number of pupils in attendance in primary and middle aided vernacular schools and departments of schools be multiplied by 24 (*i.e.*, two annas per mensem for 12 months), and if from the total thus obtained a deduction at the same rate be made for pupils attending monastic schools (where fees are not collected) we shall obtain an approximate idea of the compensation due under this head. The total number of children attending lay schools or departments of schools of the classes indicated is 117,579.† Hence the sum required would be R1,68,864. Thus the total to be met in the way of compensation would be—

* Burma grant-in-aid Code.

† Those at corresponding monastic schools number roughly 70,000.

	R
Government Schools	3,357
Local Board and Municipal Schools	*Nil*
Aided Schools	1,68,864
TOTAL	1,72,221

9. That this figure is not very wide of the mark may perhaps be inferred from the fact that at this calculation Burma would rank next to Bombay and before the Punjab in the table of expenditure from fees given on page 4 of the letter of the Government of India. I may point out in this connection that the figure given for Burma in this table (*i.e.*, R35,941) is incorrect. The sum is probably due to a mistake as to the application of the terms "Primary" and "Secondary." The sum quoted really refers to Anglo-Vernacular primary schools and is made up as follows:—

	R
(*a*) Schools under Government	2,460
(*b*) Schools under Municipalities	686
(*c*) Schools aided by Government or by Local Boards or Municipalities	32,795
TOTAL	35,941

10. The abolition of fees will tend to increase the number of pupils attending schools. But the increase will be gradual and will probably be most marked in Government schools. For the latter result two causes will account: (*a*) the fact that the abolition will kill a certain number of venture schools, many pupils from which will pass over to the Government institutions; (*b*) that in the latter higher fees than obtained in most aided schools have been charged, and consequently the numbers on the rolls have been kept down. An increase of 15 per cent. may be allowed for inattendance at Government schools. Most of the existing Government Primary and Middle Vernacular school buildings have been calculated for larger numbers than they now hold. Hence, at first no great increase in expenditure on building would be required. But staffs would require strengthening. If one teacher for every 30 pupils is allowed, an increase in attendance of 15 per cent. would entail a corresponding increase in teachers, the average cost of which, if the new men have Secondary grade certificates, would be approximately R5,000. An increase of 10 per cent. on building—expenditure and equipment—would probably meet all initial demands. In aided schools there will be an increase of attendance, but not probably to the same extent. For the purposes of calculation it may be taken at 10 per cent. This would entail a corresponding rise in the amount of financial aid given to such schools. The grants paid for such schools in 1905-06 amount to R5,15,996; those estimated for 1906-07 amount to R6,03,997. A 10 per cent. increase on the higher sum would probably meet the additional grants entailed by increased attendance. A slight increase in equipment and building grants may be also required for these schools in consequence of the increased expenditure. This might be taken at 5 per cent. at the outset. Like the items mentioned above, the expenditure under this head would increase with increased attendance. Hence, the extra cost to Government in the case of existing schools would be—

	R
(*i*) Government Schools—	
(*a*) Increase of staff	5,000 per annum
(*b*) Additional Buildings and equipment	3,000
(*ii*) Aided schools—	
(*a*) Increased annual grants	60,399
(*b*) Buildings and equipment	2,490
TOTAL	70,889

11. Roughly, the total needed in the case of *aided* schools for compensation and increase in *annual* grants would amount to—

	R
Compensation	1,68,864
Increased annual grants	60,399
TOTAL	2,29,263

The question of the form in which this assistance should be given is important. The simplest method would be to increase the rates of results grants. But this form of aid is very mechanical, and involves a prolonged continuance of detailed annual examinations. As such, it is, I understand, not regarded favourably by the Government of India, which would prefer a less mechanical system. Assuming that the wherewithal to meet the demand were forthcoming, it would seem desirable to revise the present results grants system (and with it the present mode of reckoning fixed grants, which are based on an average of results grants). The lines on which such a revision might be carried out may be indicated as follows:—

(*a*) Payments of salaries to certificated head teachers.

(*b*) Payments of salaries to a limited number of assistant certificated teachers in each school.

*The sums to be fixed hereafter. In each case a difference being made between teachers with primary and secondary certificates.

In both these cases the rates of pay should be incremental according to length of service and efficiency.

(*c*) Payments to uncertificated head teachers, who have passed Standard VII, of a monthly sum not exceeding R10 per mensem.

(*d*) Payments to uncertificated head teachers who have passed Standard VI, of R7 per mensem.

In Monastic schools, as the *pôngyi* is not himself allowed to receive a salary and is not usually certificated, it might be desirable to recognize an assistant as the head teacher for the purposes of the grant.

(*e*) An efficiency grant not exceeding 25 per cent. of the annual grants awarded as salaries to teachers and pupil teachers in all cases where school work had been uniformly satisfactory during the year and where attendance had been well maintained, due regard being had to the circumstances of the school and the amount of the school-going population in the vicinity.

(*f*) A grant for contingencies, including rent and the purchase of books, slates, paper, etc., for poor children. The grants would not exceed the expenditure, and would only be awarded where accounts were properly kept and when the items of actual expenditure were *boná fide* and were considered reasonable by the department.

(*g*) A merit grant of R1 per subject on each child passing in Standard IV, of the primary and Standard VII of the middle school.

(*h*) To allow in the case of head teachers with secondary certificates a percentage not exceeding 20 per cent. on their salary from Government, and in the case of head teachers with primary certificates a percentage not exceeding 10 per cent. on the same for approved supervision and management.

In order to afford some provision for assistant teachers and to promote the growth of the certificated class of teachers, the present pupil teacher grants would be continued. Building and special equipment grants, technical and boarding grants would remain on the present footing. The above conditions would be equally applicable to women teachers.

12. Such a grant would give certificated teachers a position and tenure superior to anything they at present enjoy. It would at the same time provide for uncertificated head teachers who were of any value, and in particular would enable *pôngyis* to benefit even if they had not the ordinary lay qualifications. A *pôngyi* would have only to employ certificated teachers or teachers who had passed one of the specified standards to earn a grant under this scheme. This system would be more elastic than the present fixed grants which are based, on an average of results grants, and would be less mechanical than the ordinary results grants and more adaptable to the varying efficiency and different circumstances of the schools. It would, too, give Government better value for its money, since it places a special premium on certificated men and on efficiency generally, while the important question of attendance has not been lost sight of. Under the present system of fixed and results grants, and in the absence of any attempt to check the receipts of managers, the latter often obtain more than their schools are worth or than they cost them. This excess is either pocketed as personal profit or distributed among the pupils or their parents. In either case Government does not get full value for it.

13. To what extent under a system of this kind the present expenditure, *plus* the additional R2,29,262 mentioned in paragraph 11, would suffice it is difficult to say precisely. The Department has no returns of the staffs employed in aided vernacular schools, nor can the exact numbers of primary and secondary certificated teachers actually employed be ascertained without a special enquiry. This I am having done, and I am also endeavouring to obtain complete returns of the staffs (with qualifications and pay) and (if possible) of the fees received and contingencies in each aided school. When these are to hand, if Government agrees that a revised scheme like that suggested is preferable to the existing system, I shall be in a better position to give full details. Roughly, however, the following estimate would shew the financial position under the above scheme. In all there are 5,508 vernacular aided schools of all kinds, with 729 certificated Head teachers. The number of certificated assistants actually employed is not known, nor the total number of teachers of all kinds. The grants payable in 1906-07 to pupil teachers, however, amount to about R20,000. Taking then 1,000 certificated teachers at an average of R20 per mensem and 4,500 uncertificated Head teachers at R7 per mensem on average, we get—

	R
1,000 at R20 × 12 months	2,40,000
4,500 at R7 × 12 „	3,78,000
Pupil teachers	20,000
TOTAL	6,38,000

The estimated expenditure in grants to vernacular schools in 1906-07 is R6,03,997, and this would be somewhat increased in 1907-08. Hence the above expenditure on salaries may be taken to equal the present average expenditure on vernacular grants. This expenditure on salaries would therefore be an equivalent for the aid at present received by managers. To meet the grants under (*e*), (*f*), (*g*), (*h*) in paragraph 11 and the effects of the abolition of fees so far as existing aided schools are concerned, the sum of R2,29,262 mentioned in paragraph 11 would be required, and probably something more. If all schools were likely to be entitled to these grants in full, this sum would certainly not suffice. But many will fail to meet our conditions. When these are lay venture schools, they will eventually disappear from the aided list. The loss of these need not be regretted: many of them absorb considerable grants for which the State obtains a very poor equivalent. Money spent on them would then become available for better schools or for Government ones.

14. The abolition of fees and the adoption of a system of grant such as is sketched above would also entail the following results: (*a*) the addition of a certain number of unaided schools to the grant-in-aid register; (*b*) the extinction of others of the same class that would not comply with our conditions. The demise of the latter might be regarded with indifference: they would only be the worst venture schools and their pupils would pass to the better aided schools or to Government schools. How many of the unaided schools that might desire to come on the register could be accepted it is very difficult to say. The total number of unaided schools is placed at 15,000 roughly.* Possibly of these one-tenth might be worthy of aid, say 1,500 in all. Taking the lowest rates of grant possible under the proposed system, each of these might earn roughly about R150 per annum. This would come to the large sum of R2,27,000. It is obvious, however, that the whole number would not come at once on the register, and that their admission must be conditioned by the amount of funds available.

* *Vide* statistics of report 1905-06.

15. As regards the free distribution of books, etc., opinions are divided. Personally I consider that it is not generally necessary, and that the help afforded under clause of the proposed system of grant would be sufficient. In Government schools books and paper, slates, etc., might be distributed gratis to pupils whose parents were certified to be in really poor circumstances. Local enquiry made by the Deputy or Sub-Inspector would decide what pupils in a school should receive their books free. At present R2,000 is allotted for free distribution of books in vernacular schools. It would probably be ample if this allotment were doubled.

16. In conclusion I may point out that, while it cannot be maintained that the abolition of fees is urgently or essentially necessary in this province, the adoption of such a measure would lead to the following beneficial results:—(*a*) It would increase the numbers in attendance and would pave the way for compulsory primary education to which indeed it appears to be a necessary preliminary. (*b*) It would be equivalent to a substantial relief of taxation. (*c*) It would tend to extinguish a number of venture schools which, as merely mercantile undertakings, no more deserve Government support than do any other kinds of commercial enterprise. (*d*) It would secure to Government more permanent and direct interest in, and control of, primary education, and also, if connected with a revised system of grants such as has been indicated above, would promote the efficiency of the schools concerned and of the staffs attached to them. At the same time it must be admitted that this last result is not exclusively dependent on the abolition of fees and might spring from the adoption of a revised system of grant modelled on the lines of the one proposed, apart from the introduction of the former measure.

17. A table showing the items and total cost of the additional expenditure involved in the measure, so far as it can be estimated, is appended. The submission of this report has been deferred, in order to afford an opportunity of personal consultation with the Director-General of Education on the whole subject.

Additional expenditure due to the abolition of fees.

	R
1. Compensation for loss of fees (*vide* paragraph 8)	1,72,221
2. Additional expenditure in schools for grants for increased attendance and also for buildings and equipment (*vide* paragraph 10).	70,889
3. Cost of additional unaided schools that will come on the Grant-in-aid Register (*vide* paragraph 14).	2,27,000
4. Additional cost of distribution of school books (*vide* paragraph 15)	2,000
TOTAL	4,72,110

From H. Cowling, Esq., Registrar, Educational Syndicate, Burma, to the Secretary to the Government of Burma, no. 363—28-A., dated the 1st February 1907.

In continuation of my letter no. 4509—31-B., dated the 27th December 1906, I am directed to submit the following remarks on the various questions raised in your letter

no. 213—6E-87, dated the 5th December 1906, to the Director of Public Instruction, regarding the question of the abolition of fees in vernacular primary and middle schools which is now being considered by the Government of India.

The paragraphs cited below correspond as to numbers with those of your letter to the Director of Public Instruction.

Paragraph 1.—The Executive Committee cordially approve the policy of the measure; but, through lack of information and statistics, they are unable to advise as to the means and cost of carrying it into effect.

Paragraph 2.—In this paragraph the Executive Committee understand that the term "secondary" is the equivalent of "Anglo-Vernacular" as used in this Province; and that the term "primary" embraces Standards I to VII, whereas in Burma only the Infant and the first four standards are included in that term.

The proposal to exclude from the scope of the proposed measure such primary departments of secondary schools as are by their curriculum distinguished from the ordinary vernacular primary school appears to be suitable, and no special difficulties are expected to arise from its adoption in Burma.

Paragraph 3.—The Executive Committee consider that it will be well to continue to recognise in this Province *Contributions in kind* as a legitimate exception in all indigenous schools. The teacher is often the priest, Buddhist or Christian. The practice of making offerings of food and produce to priests and teachers is closely ingrained in the national character. Such offerings are spontaneous and voluntary, and are regarded as a duty. They are moreover made at no fixed rates. People contribute according to their means; the contributions are devoted to a common object; and children of poor parents participate equally with those of wealthy contributors in the benefits they confer. The Executive Committee would therefore deprecate the introduction of any measure which would tend to suppress the characteristic custom of the people of Burma, in the matter of offerings to the teachers of their children. They hold that the customs and habits of the people in this respect should be interfered with as little as possible.

In this connection it may be noted that the vernacular schools of this province are for the most part private schools, aided or unaided (Monastic, Lay, or Missionary), whereas in some Provinces of India, *e.g.*, Bombay, they are almost entirely Government schools.

Paragraph 4.—The Executive Committee are unable to forecast the probable effect of the proposed measure in this Province on the conversion of unaided into aided schools.

Paragraph 5.—The remarks under paragraph 3 apply equally to this paragraph. The Executive Committee consider that contributions *in kind* should not be compulsorily suppressed. If this exception is conceded, the grounds for evasion of the principle of free education will disappear.

Paragraph 6.—The question of the operation of the proposed measure in the direction of converting aided schools into schools under public management is a matter on which the Executive Commitee do not feel competent to advise, neither can they afford the further information sought in this paragraph. They have no machinery for collecting the necessary information, which can only be obtained from the department in executive charge of vernacular education. From a general survey of the question they are inclined to think that some aided lay schools would probably become Government schools, especially if voluntary offerings in kind are suppressed, but they cannot possibly estimate the extent of such conversion.

Paragraph 7.—The free supply of books and other school requisites appears to be the necessary complement to free education, and as such the proposal commends itself to the Executive Committee.

2. I am to express regret that the Executive Committe are not in a position to advise more fully on the many important and interesting questions propounded in the Government of India letter and in your summary of the same. With the exception of the general policy of the measure and the question of contribution in kind, the points for consideration depend for their solution on intimate knowledge of the working conditions of vernacular schools and of statistics in connection therewith, and this information the Executive Committee do not possess. His Honour the Lieutenant-Governor will therefore readily understand that the meagreness of the foregoing report is due entirely to the fact that the Executive Committee have not at their disposal the varied information necessary for an adequate treatment of the several questions.

From W. F. Rice, Esq., I.C.S., Secretary to the Government of Burma, to the Secretary to the Government of India, Home Department, no. 520-M.—6-E.-6, dated the 13th May 1907.

I am directed to solicit a reference to the correspondence ending with my letter no. 183 M-6 E-6, dated the 8th April 1907, concerning the question of the abolition of fees in primary schools under public management or aided from public funds.

2. I am to submit a copy of a letter no. 647-2 I.S.-1, dated the 17th April 1907, from the Director of Public Instruction, dealing with the proposal that the abolition of

school fees should be accompanied by the free supply of books and other school requisites. From the statements which accompany the Director's letter it appears that the cost of supplying free of charge books and other school requisites to pupils in the primary and middle departments of the vernacular schools of this province would amount to about two lakhs of rupees in the first year, and would probably amount to about three lakhs of rupees annually thereafter. This charge would be in addition to the charge on Provincial revenues, estimated in paragraph 5 of my letter of the 8th April 1907 at about five lakhs of rupees annually. The amount of it affords, in the Lieutenant-Governor's opinion, an additional argument against the adoption of the proposal to provide free education in primary schools in Burma.

From J. G. COVERNTON, Esq., M.A., Director of Public Instruction, Burma, to W. F. RICE, Esq., I.C.S., Secretary to the Government of Burma, no. 647—2-I.S.-1, dated the 17th April 1907.

With reference to your no. 184 M-6 E-6 of 8th April 1907, I have the honour to state that proposals in further detail as required in your second paragraph will be submitted as early as possible after the receipt of the necessary data from the Inspectors who have been expedited.

2. In regard to the proposal to supply school books and other requisites free I submit herewith two statements showing the total cost of supplying such to vernacular Middle and Primary schools. The magnitude of the amount will account for my disinclination to put forward any such proposal in my general letter on the abolition of fees.

3. I would draw your attention to the following points in connection with these statements:—

(*a*) The list of books includes those which according to present procedure are actually used or are likely to be used in vernacular schools. Several of these books (marked with an asterisk) are really needed rather for the teachers than the taught. Several others recur in the various standards and could reasonably be expected to last more than one year (*e.g.*, Burmese Grammars, Burmese Composition, etc.).

(*b*) Most of the children now in the schools will be in possession of a certain number of the books listed for each standard.

(*c*) A certain number of books yearly will be in a fit condition to be handed on to the new comers in each class. Special care will have to be taken to impress on the pupils the need of treating their books respectfully and handing them on as intact as possible to their successors.

(*d*) It is questionable whether there is any real necessity to provide ink, pens and paper in addition to slates and slate pencils. I have included the item for the information of Government, but am not convinced of the necessity of the free distribution of such articles.

4. The total sum required for books only, in view of the circumstances stated in sections (*a*) and (*c*) of paragraph 3 above may be reduced by about one-fourth. Hence in lieu of R2,96,515 put down for books, roughly R2,25,000 would probably suffice. Slates should be given, if books are distributed free, but if Government agree not to give papers, pens and ink the grand total may be reduced by the amount listed for the latter item. Hence the grand total would stand at R2,78,000 approximately.

5. On the occasion of the first distribution many children, as I have said, would already possess a certain number of the books. Hence the reduced grand total of paragraph 4 could then be further reduced by perhaps one-fourth: few children possess all the books and Assistant Inspectors and Deputies have seldom insisted that they should do so. Thus at first the outlay would stand at about R2,00,000.

6. Whatever outlay was decided upon it would have to be an annual recurring charge. Most children pass through the primary and middle standards at the average rate of a standard a year and even if they do not one cannot guarantee that the books in the majority of cases will stand longer wear and tear. It is, I submit, a matter for grave consideration whether the Education budget as at present limited can or should meet so heavy a charge. Personally I am strongly of opinion that we should spend 2¾ lakhs a year in much more profitable ways and that there is no real demand for charitable donations of so extensive a kind. I suggest therefore again that Government should content itself with supplying books in cases of real poverty, for which purpose probably R10,000 per annum at the outside would suffice if funds were available.

7. If Government decide to distribute books free it will become necessary for the Department to take upon itself the onus of the arrangements for distribution. At present managers make their own arrangements. The change would entail considerable additional labour on Deputy Inspectors, Sub-Inspectors and itinerant teachers who are already fully occupied, and would also probably necessitate the institution of local Government book depôts in all the remoter districts and considerable expense in connection with their buildings, staff and upkeep.

A.

Number of scholars on the rolls on 31st March 1907.

Standard by Standard.

(Government and Aided.)

	Scholars.		R a. p.	R
Supply of Books—				
Infant Standard	32,525	at	0 12 0	24,394
Standard I	97,572	at	1 2 0	1,09,769
" II	34,341	at	1 7 0	49,365
" III	14,829	at	2 2 0	31,512
" IV	6,082	at	3 5 0	20,147
" V	1,602	at	4 2 0	6,608
" VI	742	at	4 14 0	3,617
" VII	480	at	6 14 0	3,300
	188,173			2,48,712
Increase by the abolition of school fees 15 per cent. of number of pupils in private schools (170,932).	25,639	at	1 12 0	44,868
Total	213,812			2,93,580
Add 1 per cent. for optional subjects	...			2,935
				2,96,515

	Scholars		R a. p.	R
Supply of slates and slate pencil—				
Number of scholars	213,812	at	0 4 0 per head	53,453
Supply of paper, pen and ink—				
Number of scholars	213,812	at	0 4 0 per head	53,453
			Grand Total	4,03,421

B.

List of books Standard by Standard.

	R a. p.	R a. p.
Infant Standard—		
1 Infant Reader	0 2 0	0 12 0
1 Infant Arithmetic	0 4 0	
1 Geography Definition	0 2 0	
1 Kindergarten and Object Lessons	0 4 0	
Standard I—		
1 Thinbongyi Reader	0 4 0	1 2 0
1 Arithmetic for Standard I	0 4 0	
1 Mental Arithmetic	0 2 0	
1 Geography Definition	0 2 0	
1 Copy Book No. 1	0 2 0	
1 Elementary Science, etc.	0 4 0	
Standard II—		
1 Thinbongyi Reader	0 4 0	1 7 0
1 Arithmetic for Standard II	0 4 0	
1 Mental Arithmetic	0 2 0	
1 Geography Definition	0 2 0	
1 Copy Book No. 2	0 2 0	
1 Burmese Grammar	0 4 0	
1 Elementary Science, etc.	0 5 0	
Standard III—		
1 Third Standard Burmese Reader	0 4 0	2 2 0
1 Arithmetic for Standard III	0 5 0	
1 Mental Arithmetic	0 3 0	
1 Burmese Grammar	0 4 0	
1 First Lesson in Geography	0 6 0	
1 Geography of Burma	0 4 0	
1 Copy Book No. 3	0 2 0	
1 Elementary Science, etc.	0 6 0	

Standard IV—	*R a. p.*	*R a. p.*
1 Fourth Standard Burmese Reader	0 4 0	
1 Fourth Standard Arithmetic	0 6 0	
1 Fourth Standard Mental Arithmetic	0 4 0	
1 Burmese Grammar	0 6 0	
1 Geography of India	0 8 0	3 5 0
1 Map Drawing Book	0 4 0	
1 Copy Book No. 4	0 2 0	
1 Burmese Composition	0 12 0	
1 Elementary Science, etc.	0 7 0	

Standard V—

1 Fifth Standard Reader	0 5 0	
1 Fifth Standard Burmese Arithmetic	0 7 0	
1 Geography of Asia	0 10 0	
1 T. B. C. Grammar	0 12 0	
1 Analysis of Burmese Sentences	0 6 0	4 2 0
1 Burmese Composition	0 12 0	
1 Burmese Copy Book	0 2 0	
1 Map Drawing Book	0 4 0	
1 Elementary Science, etc.	0 8 0	

Standard VI—

1 Sixth Standard Reader	0 10 0	
1 Sixth Standard Burmese Arithmetic	0 8 0	
1 T. B. C. Grammar	0 12 0	
1 Geography of Europe	0 12 0	
1 Analysis of Burmese Sentences	0 10 0	4 14 0
1 Burmese Composition	0 12 0	
1 Burmese Copy Book	0 2 0	
1 Map Drawing Book	0 4 0	
1 Elementary Science, etc.	0 8 0	

Standard VII—

1 Seventh Standard Reader	0 10 0	
1 Seventh Standard Burmese Arithmetic	1 12 0	
1 T. B. C. Grammar	0 12 0	
1 Set of General Geography	1 8 0	
1 Analysis of Burmese Sentences	0 10 0	6 14 0
1 Burmese Composition	0 12 0	
1 Burmese Copy Book	0 2 0	
1 Map Drawing Book	0 4 0	
1 Elementary Science, etc.	0 8 0	

From the Hon'ble Mr. H. LeMesurier, C.I.E., I.C.S., Officiating Chief Secretary to the Government of Eastern Bengal and Assam, Education Department, to the Secretary to the Government of India, Home Department, no. 11053 C., dated the 30th September 1907.

In reply to letter no. 887 (Edn.), dated the 22nd November 1906, from the Government of India in the Home Department and subsequent reminders, on the subject of the abolition of fees in all primary schools which are either private or in receipt of grants from Government or public funds, I am directed to forward copies of the papers as per list annexed, and to communicate the views of the Lieutenant-Governor on the proposals set forth in the letter quoted above. I am first, however, to express His Honour's regret at the delay which has occurred in furnishing a reply in this case. The proposals under consideration are of the gravest importance and required time for deliberation and the consultation of many Government officers, Associations and individuals, whose opinions were, in the opinion of the Lieutenant-Governor, essential to the proper consideration of the case.

2. I am to invite the attention of the Government of India, more especially to the replies received from Messrs. Luson, Nathan and Sharp and the summary conveying the ultimate opinion of the Director of Public Instruction in his letter of the 30th July 1907, after careful study of the replies received. It will be seen that there is an almost general consensus of opinion on the part of the local officers of Government and of the Associations in favour of the abolition of fees, tempered, however, by the strongly-expressed views of many experienced officers and persons consulted as to the ultimate results of this scheme when viewed from its financial aspect. The replies submitted to the local Government show that the case has been treated by the advisers of Government under two main heads:—

(*i*) The desirability of the Government of India's proposals on general, educational and administrative grounds.

(*ii*) The possibility of carrying these proposals into effect in view of the serious financial difficulties involved.

Sir Lancelot Hare would first deal in his reply with the former of the two aspects of the case. He is fully in sympathy with the desire expressed that fees should be

abolished, and, financial conditions excepted, he has no doubt that the change proposed by the Government of India would eventually be in the highest degree beneficial to the people generally. He would, however, first invite the attention of the Government of India to the following peculiarities of the case as applied to the Province of Eastern Bengal and Assam.

3. The conditions of primary education in Bengal and Eastern Bengal and Assam differ widely from those obtaining in other provinces, and His Honour admits that in other provinces, except possibly Madras, the system of education, more especially of primary education, is far ahead of that in Bengal and Eastern Bengal. In the more advanced provinces the system of education having reached its present standard, the next step which is urgently called for is the abolition of fees. In Eastern Bengal, however (Assam has already made much improvement and now has lower primary education almost free), Government is confronted with the necessity of taking two steps at once: that is, the bringing up of the schools to the standards of those of Bombay and the Central Provinces, and also the making them free, and His Honour would represent that these two reforms are equally important. In this connection, I am to invite the Government of India's attention to letter no. 638, dated the 13th September 1906, from the Director of Public Instruction, a copy of which will be found in the appendix to this letter. Mr. Sharp agrees with the views of this Government that the only remedy for the defective and wasteful system of primary education that exists in the province is a most carefully-thought-out system of concentration. The details of that letter are dealt with below, but His Honour would represent in the first instance that the conditions of primary education in Eastern Bengal, as shown in the replies received, is one of such chaos that it would be impossible for this Government to make any change as to the abolition of fees without assuring a concurrent improvement in the instruction imparted.

The principal defects of primary education in Eastern Bengal, as shown in the replies appended to this letter, are briefly as follows:—

(*i*) The ordinary primary school is the school of the village *guru*, who settles in any place where he thinks he can eke out a livelihood; he is lent, or obtains as best he can, a hut, a verandah, or the shade of a tree; he collects around him a few children, whose parents pay him a small money-fee and occasional presents in kind; and he finally receives a dole which may amount only to one or two rupees a month from the public funds, granted to him in the hope that he will improve his methods and follow a course of instruction laid down by the Education Department. His average earnings are such as would hardly attract a coolie, and cannot be termed a "living wage."

(*ii*) The *guru's* general knowledge is very poor, and he is as a rule quite untrained; his occupation depends solely upon the pleasure of the parents of his pupils, to whom he attempts to give elementary lessons in reading, writing, and arithmetic. If he punishes a boy, the parents withdraw in a temper and the *guru* starves. Instead of his being the master of his pupils, he is almost their slave.

The control and supervision at present exercised are purely nominal; there are now 19 Deputy Inspectors, 92 Sub-Inspectors and 13 Assistant Sub-Inspectors, for the Eastern Bengal districts to deal with some 400 Middle Vernacular, 2,200 Upper Primary and 1,400 Lower Primary schools, with 20,300, 98,000 and 325,000 pupils besides the Middle English schools. Of the total additional subordinate inspecting staff sanctioned by the Secretary of State for the undivided Bengal 26 Deputy Inspectors, 49 Sub-Inspectors, and 31 Assistant Sub-Inspectors have been allotted to this Province for the transferred districts. With this addition, endeavours will be made to improve primary education, but it remains to be seen how far this will succeed.

The want of proper school buildings and equipment: the existing conditions are shown in (1) above.

4. The defects of a badly-conducted and ill-digested system of education are, as the Government of India are aware, disastrous to the *morale* of the people. To extend the present system with all its imperfections and to throw on the existing ill-trained staff the education eventually of a vastly-increased proportion of the population could hardly fail to produce the most serious results. These are the reasons which compel Sir Lancelot Hare to urge strongly upon the Government of India that the widening of the field of education can only proceed concurrently with the provision of buildings and a trained staff sufficient to ensure that the instruction imparted will be satisfactory in point of teaching, discipline, and *morale*. Many of the officers consulted have called attention to the danger that the first effect of the Government of India's proposal will be to give free primary education to the children of the middle classes and practically to confer no benefit on the cultivators, a state of affairs which, His Honour understands, is not contemplated by the Government of India's proposal. This result is by no means improbable though, considering the present great keenness for education among the Muhammadans and Namasudras (that is, practically almost the whole of the peasantry),

it may reasonably be hoped that they will practicipate in the benefits conferred. The past five years have shown extraordinary progress in education among the Muhammadans of Eastern Bengal, and the percentage attending school in Bakarganj is probably as high as anywhere in India. His Honour, however, understands that the grant by the Government of India of free primary education without conditions admits the rights of the middle and upper classes to obtain it free if they care to come to the public schools. The abolition of fees is intended to remove old barriers in the way of the peasant, not to set up new ones against other classes.

Certain of the officers consulted, and among them particularly the Hon'ble Mr. Savage, have suggested that in order to ensure that the benefits of the Government of India's concessions shall be shared by the cultivating classes, a condition should be enforced that a school, in order to draw the grant, must show a fixed percentage of peasant or Muhammadan boys. But this course, in Sir Lancelot Hare's opinion, would be intensely resented, and would go near to creating class distinctions, while at the same time it would effect nothing that cannot be secured by (*a*) closer inspection, and (*b*) by greater care in the selection and training of the schoolmasters. His Honour would observe that one absolutely certain result of the abolition of fees will be the speedy conversion of practically every school which is not owned by some zamindar, mission or charitable association into a Government, Board, or Municipal institution. As Mr. Nathan says, the *guru* now lives on the small Government grant and the fees; suppress the fees, and he is wholly paid by Government and becomes Government's man. If he neglects, oppresses or excludes Muhammadan or Namasudra boys, he can be dismissed. In the first place no doubt the new Board school must be manned from the present *gurus* of the aided schools, but in course of time they will be replaced by trained men from the training schools; and Government will see that in this latter class a sufficient number of Muhammadan teachers of the cultivating classes are entertained.

5. Above has been mentioned the fact that the abolition of fees means the practical extinction of the private aided and unaided Primary schools, the former by accepting the grant on the new terms, the latter by inability to find a *clientèle* when their merchandise can be had elsewhere for nothing. The Government of India recognise that this will be so, and Sir Lancelot Hare is of opinion that this would not be the least of the benefits derived from the introduction of the proposed reforms. He considers that for some years back it has been increasingly evident that education in India has been proceeding on wrong lines, and that the teaching and up-bringing of a nation was a task beyond the power of private enterprise, even assisted by grants. Great Britain has in the last thirty-seven years adopted a general national system of education, the lessons so learned have been laid to heart. and in their light the old aphorisms on which work in India started have been re-examined; and Sir Lancelot Hare would urge that it has become manifest that in future the State must resume that direction and control which it should never have abandoned; and that the office of private enterprise in the field of primary education is to assist the State—not *vice versâ*.

The Universities Act has dealt with higher education; and there is now hope that efficiency will be required and sound learning taught in the colleges and a proper standard set for the matriculation examination at the head of the secondary course. The present scheme will give sound primary teaching with discipline, cleanliness and good morals for the younger boys of all classes of the community, and should do much good in time by bringing them together on the same benches (as may be seen in any French or Italian village school). Owing to pressure from above and below, the secondary schools will be compelled to adopt a higher standard; the boys will go to the High School, after being some years under proper discipline and training in the primary schools, and they will leave it to go under similar discipline to a college. The advantage which the national character and intellect will gain therefrom is enormous. Moreover, a third part of the educational survey—that dealing with the improvement of secondary education—is also at present under consideration.

6. A further gain which would result from the reforms proposed is the security that will be obtained for the proper elementary education of the ploughboy in the Primary school and the artizan and the yeoman's son in the Middle Vernacular school. This applies especially to Bengal (including Eastern Bengal), where a bad system has long produced bad results. Among these bad results may be mentioned the idea which associated education exclusively with the study of English and set boys learning that language before they had understood anything of what they were taught in the vernacular. Hitherto, in spite of endless conferences held and reports written, in which in every case deficiencies were deplored and it was held that reform was possible only with lapse of years and at enormous cost, no one dared ask for the whole sum needed at once merely in the name of improving education, and no scheme that was thought practicable got rid of the *gurus* or brought them under control. The Lieutenant-Governor considers that the present opportunity calls for reform in the most complete manner possible.

Holding this view of the case the Lieutenant-Governor is in favour of:—

(1) including Middle Vernacular schools in the scheme for the abolition of fees, at once if possible, if not, as soon as finances will permit;

(2) the exclusion of the primary classes of secondary schools (including Middle English schools) from the scheme. It has been noted above that it is desirable to bring all boys under the reformed system of primary teaching, but there is no reason for paying those who deliberately keep out of it by preferring to join the secondary schools. The present system presents the additional disadvantage of keeping big and little boys together in the High schools in India—a course which is against English ideas;

(3) the exclusion of the teaching of English from Middle Vernacular schools; these should find their pupils in the artizans of the village, who will hardly profit by such imperfect knowledge of English as a Middle Vernacular school can offer.

7. With the above prefatory remarks, His Honour would now prefer his opinion on the points raised in detail in the Government of India's letter under reply.

Paragraph 6 of the Home Department letter:—(*a*) Sir Lancelot Hare has already stated that he considers the proposal to exclude the primary departments of secondary schools from the scheme of the abolition of fees to be sound. It is, however, not quite easy to apply the principle laid down by the Government of India to the primary departments of secondary schools in Bengal and Eastern Bengal and Assam. They are not "separately situated" and are not under separate management. Also they are not "by their curriculum distinguished from the ordinary vernacular course," and so far do not fulfil the suggested test for separation. But they are certainly "preparatory to the secondary school course." It seems in the circumstances to be quite just to treat them as part of the secondary school system and to continue to charge fees as at present. The advantages to be derived from discouraging this present system and encouraging the concentration of all primary education in purely primary schools have already been noticed.

(*b*) A strong plea is urged by the Hon'ble Mr. Savage, and in a lesser degree by the Hon'ble Mr. Marindin, on behalf of poor Eurasians, especially the so-called "Feringhis" of Chittagong, Bakarganj and the neighbouring districts. Mr. Nathan also remarks that the principles enunciated by the Government of India are open to criticism, as there are some poor schools in Calcutta and other large centres which he thinks should benefit by the change. It is, however, to be remarked that the term "Eurasian" is really a misnomer as applied to the "Feringhis" referred to above,—they are really pure Indians. Those of them who live in more or less Europeanised style, are chiefly brought up by mission and other kindred schools. The very poor ones differ in no respect from the ordinary natives of the country, and the retention of fees in European schools will in no way affect them. Eventually, however, Sir Lancelot Hare would like to see the education of these poor "Feringhis" made compulsory, with remission of fees where necessary.

(*c*) As already noted, this Government is in favour of abolishing fees in the Middle Vernacular schools. The Government of India's classification of these schools, as really an integral part of the vernacular primary education of the masses, appears to be perfectly correct, and in this connection it seems eminently desirable to exclude English from their curriculum. In Assam it is accordingly excluded. The experiment of the Government of Bengal, which allowed the teaching of a little English in them, was, His Honour ventures to say, a mistake, and should now be discontinued. The teaching of English should be kept distinct as part of the secondary course, and should not be exempted from the payment of fees; it was, the Lieutenant-Governor understands, introduced into Middle Vernacular schools in Bengal (including Eastern Bengal) to attract pupils and to prevent the extinction of these schools. This should not be necessary when these schools become free. It may, however, be advisable for financial reasons to defer the abolition of fees in Middle Vernacular schools until after the Lower and Upper Primary schools have had their turn.

8. The next question raised in paragraph 7 of the Home Department letter is whether all aided schools should be required to abolish fees, or whether some should be allowed to retain them by foregoing the additional grant. I am here to invite a reference to Mr. Luson's suggestion on this point, made at the end of paragraph 7 of his letter no. 387-M., dated the 23rd April 1907, which forms an annexure to this letter, namely, that the *guru* or the managers might be allowed to have the option to take an extra grant in compensation for the abolition of all kinds of fees, or to go on as before with the existing grants and fees for a specified period, say, for two years, at the close of which the new system would have to come into force. It seems to be certain that, to bring the scheme within anything like practical bounds in Eastern Bengal, efforts will have to be made to concentrate and increase the number of pupils in each school and reduce the number of schools very greatly on the lines of the scheme described in Mr. Sharp's letters no. 638, dated the 13th September 1906, and no. 204, dated the 4th April 1907. This will mean throwing a good many of the present *gurus* out of employment, and it would seem fair to give them a chance of adapting themselves to the new conditions, or of finding something else to do. Eventually, however, should the Government of India's proposals take effect, the abolition of fees must be insisted on as a necessary condition of receiving any aid at all, the *gurus* being given the option of coming into the departmental

standards. The officers and persons consulted are unanimous that it is impossible to arrive at anything like an approximate estimate of the income of the *gurus* from fees, and that it is not safe to make the fee income as annually returned the basis for the revised grant-in-aid. It must be fixed at a sum which should cover all the proper expenses of the school. To this aspect of the question, His Honour will revert later when considering the financial effects of the whole scheme.

9. As to girls' schools, referred to in paragraph 8 of Sir Herbert Risley's letter, I am to say that the Lieutenant-Governor holds that fees should be remitted in all such schools of the Middle Vernacular, Upper Primary and Lower Primary standards, excepting fees for conveyance facilities to and from school.

10. In paragraph 12 of the Home Department letter is discussed the question of the probable expansion of the primary education system resulting from the abolition of fees and of the increase of the number of children at school on that account. There is a consensus of opinion that no immediate increase in the number of pupils is to be expected in the immediate future. But it may well be otherwise in some of the districts of this Province where the Muhammadan element in the population preponderates, and where the interest in education has been greatly increasing of late. For instance, Mr. Jnanendra Nath Gupta, District Magistrate of Bogra, expects an increase of 25 per cent. in his district, where the Muhammadans form 85 per cent. of the population; and Mr. Luson, in whose division the Muhammadans are also in the great majority, expects similar results. Sir Lancelot Hare also anticipates that if Urdu is included in the primary schools curriculum as is strongly urged by many Muhammadans, this would attract Muhammadans, who now insist that some Urdu must be taught and who now receive all their education in Koran schools, *maktabs* or small Madrassas where even if the subjects of the Lower Primary course are at all introduced they are not efficiently taught.

11. Paragraph 13 of the letter under reply discusses the desirability of the abolition of payments in kind as the logical sequence of the measure abolishing the levy of fees in cash. No definite information could be obtained whether payments in kind are uniformly excluded from the return of fees sent in by aided schools, or whether an estimate of their value is in some cases included. On this point a reference is solicited to section III of letter no. 204, dated the 4th April 1907, from the Director of Public Instruction. Though the money value of these payments could not be ascertained, there is information to show that these payments fall into two classes:—

(1) payments in kind in lieu of fees in cash,

(2) the free board which the *gurus* receive from the villagers and the periodical gifts made to them at harvest time or on ceremonial occasions such as marriages, the Durga Puja, etc. These latter seem to be sanctioned by *quasi*-religious usage, and it is doubtful whether they are not as purely voluntary as the offerings at the temple or the mosque.

With regard to the first class of payments, the best way of preventing their exaction seems to be an increase of the school inspecting staff, and this question this Government is dealing with as thoroughly as it can independently of the present reference. The Lieutenant-Governor would not object to the second class of payments so long as Government can prevent by strict inspection and supervision favouritism on the part of the teachers towards those pupils whose parents make such occasional presents.

12. In paragraph 14 of the letter, the Government of India discuss the probability of the absorption of aided schools into the Board school system and call for information regarding the description and the number of aided Primary schools which are in receipt of *bonâ fide* voluntary subscriptions and the circumstances in which they exist, and as to the number on the other hand which have no source of income except fees and grants. It is certain that the abolition of fees will lead to the steady absorption of the aided schools into the Board school system, and it is, in His Honour's opinion, eminently desirable that it should do so as will be observed from the preface of this letter. The District Boards will be the agency for distributing the Government money and for enforcing Government rules.

As regards the question of subscriptions, I am to invite a reference to the quotation made below from Mr. Sharp's letter of the 4th April 1907:—

"I regret that Inspectors have not informed me as to the number or existence of schools in receipt of *bonâ fide* subscriptions. The failure to do so does not surprise me. Owing to the numerical insufficiency of our present inspecting staff, a notable characteristic of the educational circumstances of Eastern Bengal is the want of information regarding a great mass of the schools. Again, the whole question of subscriptions is fraught with uncertainty. In schools of the classes here dealt with Eastern Bengal shows R1,67,764 and Assam R72,740. But these figures are regarded with suspicion, and the officiating Inspector of Schools, Surma Valley, remarks—'In most cases these local subscriptions are fictitious. Teachers in these schools sign the acquittance roll for larger sums than they actually get, and the balance is accounted for as local subscriptions.' I should not quote this opinion had I not heard it repeated on all sides during my tours."

Besides subscriptions, some receipts are accounted for as coming from "Endowments and other sources." The circumstances under which these exist are not fully known. Mr. Sharp's figures appear to include both subscriptions and income from endowments and other sources. In the absence of any definite information I am to give

below the figures for the three classes of aided schools in Eastern Bengal and Assam for 1905-06:—

Class of school.	Number of schools.	Number of pupils.	Amount of subscriptions.	Receipts from endowments and other sources.	Total of columns 4 and 5.
1	2	3	4	5	6
			R	R	R
Aided Middle Vernacular schools (boys and girls).	356	18,972	21,813	5,294	27,107
Aided Upper Primary schools (boys and girls)	2,271	99,590	31,092	9,026	40,118
" Lower " " " "	12,689	334,886	56,347	81,462	1,37,809
Total	15,316	453,448	1,09,252	95,782	2,05,034

But no reliance can be placed on these statistics. Subscriptions all over Bengal are even now precarious, and the collection of them, when they are realised, is left to the Durga Puja, or some similar occasion. These subscriptions will doubtless disappear, as the Government of India anticipate, and it is evidently unsafe to rely upon them for adding anything appreciable to supplement the payments by Government for primary education.

13. The Lieutenant-Governor is in full accord with the suggestion of the Government of India, made in paragraph 15 of the Home Department letter of the 22nd November 1906, that books and other school requisites should be supplied for the use of the children without charge. The Director of Public Instruction is disposed to limit the supply to that of text books only. The cost of this per pupil is put down by him at eight annas a year. The resultant cost is calculated by him to be some three lakhs of rupees for supplying the children already attending schools, on the supposition that each child will gain promotion each year. As every child will not require a renewal of books annually, the Lieutenant-Governor estimates the cost at two lakhs of rupees. On the whole, opinions are in favour of this proposal, and it is perhaps only the logical result of giving free education. I am, however, to commend to the consideration of the Government of India the suggestion offered by Mr. Luson that this question should be held in abeyance until the abolition of fees has been working for some time.

14. Sir Lancelot Hare now desires me to place before the Government of India the financial aspects of the question. The subjoined table gives the details of fees realised in Primary and Middle Vernacular schools in this Province in 1905-06:—

—	Publicly managed.			Aided.			Unaided.			Grand Total.
	Boys.	Girls.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.	
1	2	3	4	5	6	7	8	9	10	11
	R	R	R	R	R	R	R	R	R	R
Lower Primary schools	8,735	57	8,792	4,06,118	1,750	4,07,868	49,377	478	49,855	4,66,515
Upper " "	1,570	...	1,570	1,70,511	1,047	1,71,558	1,759	...	1,759	1,74,887
Middle Vernacular "	14,856	76	14,932	60,364	968	61,332	5,782	...	5,782*	82,046
Total	25,161	133	25,294	6,36,993	3,765	6,40,758	56,918	478	57,396	7,23,448

* Including R94 realised as fees in the Johnstone School, Manipur.

Excluding the private unaided schools (R57,396) the fees realised in Assam amounted to R22,407 and in Eastern Bengal to R6,43,645, of which R8,148 and over 4 lakhs were from Lower Primary schools in the two portions of the Province respectively. In Assam Lower Primary education is practically free, and R22,000 may be taken as the amount of additional expenditure involved on account of the scheme. On the basis of the above statistics, which, as already pointed out, scarcely represent the actual facts in regard to the fee-income of these classes of schools, the Director of Public Instruction has furnished this Government with three different estimates from different standpoints, which are so widely divergent from one another as to show how impossible it is to arrive at accuracy of figures on the existing system. Mr. Sharp's estimates are summarised below.

(1) Calculating the average cost of an efficient Middle Vernacular school at R500, of an Upper Primary school at R200, and of a lower Primary school at R120 a year, the following result is arrived at with reference to the schools in the Eastern Bengal districts:—

Schools (excluding unaided ones).	Number.	Proper cost of efficient maintenance.	Excess over the present expenditure, exclusive of fees.
1	2	3	4
		R	R
Lower Primary schools	12,182	14,61,840	11,10,128
Upper Primary schools	2,229	4,45,800	2,81,296
Middle Vernacular schools	378	1,89,000	1,05,739
TOTAL	14,789	20,96,640	14,97,163

Add R22,000 for Assam, and the total extra cost comes to R15,19,163. But other factors have to be considered:—

(*a*) There is the gradual absorption of unaided schools. Unaided schools other than the Lower Primary class are negligible in number. The cost for the unaided Lower Primary schools (calculated at R120 per school per annum) would be R3,05,280, or, deducting subscriptions, R2,81,479.

(*b*) Then, again, there is the expansion of education to be anticipated from the abolition of fees,—a question most difficult to answer. One way of looking at the problem is from the point of view of population and the numbers of children at school. The population of the province is roughly 30,800,000, of which a little over 6,000,000 are inhabitants of the Assam districts. Of the total of 792,987 pupils, 617,557 are reading in schools of the description here dealt with, *viz.*, 503,433 in Eastern Bengal and 114,124 in Assam. It, therefore, follows that about the same proportion of children of a school-going age, namely, 13 per cent., are reading in schools of these kinds in both parts of the Province. In Assam the Lower Primary schools are free, but there are considerable tracts as yet hardly touched by education. The Surma Valley (without the hill tracts) may, however, be taken as the part of Assam most similar to Eastern Bengal in its circumstances, and one part of it (Cachar) is very thickly schooled; yet the attendance is only 13·1 per cent., as against 21·6 per cent. in the Chittagong and 16·9 per cent. in the Dacca Division. On the whole, therefore, Mr. Sharp considers any immediate increase in the number of pupils is unlikely to arise from the abolition of fees. Expansion will, however, take place with the opening of new schools—the districts of Dacca and Mymensingh and five districts in the Rajshahi Division are not yet very thickly schooled. But what the ulterior effect will be it is hard to say. On the whole, the following estimate may, however, be taken as liberal with reference to the immediate cost, and also as covering the immediate expansion:—

	R
For Eastern Bengal schools other than the unaided schools	14,97,163
" Ditto unaided schools	2,81,479
" Assam schools other than unaided	22,000
TOTAL	18,00,642

(2) The above estimate allows for the participation in the scheme by the unaided schools of Eastern Bengal; and it is based upon schools and not upon pupils. A different estimate, based on the number of children now receiving education, and presupposing the possibility of a large concentration of energy, is given here. There are 325,095 pupils in the Lower Primary schools (other than unaided) in Eastern Bengal. Supposing that each Lower Primary school should contain 50 children and that the expenditure for a school of this size, which might require a small allowance for a monitor, comes not to R120, but to R150 a year, the cost of these schools would be R9,75,000. Rupees 2,72,921 is provided for schools of this class from public funds. There is also a sum of R78,791 set down as income from subscriptions. Perhaps one may allow R3,50,000 for expenditure under these two heads. Then, of the Imperial grant of R3,33,000 ($\frac{1}{3}$ of ten lakhs received from Bengal), it may eventually be found possible to spend two lakhs directly upon these schools. Thus the total funds available come to R5,50,000. Instead, therefore, of the sum of R11,10,128 allowed for extra cost for this class of schools in the estimate (1), the additional expenditure to be provided for will be R4,25,000 (9,75,000—5,50,000). And a revised estimate

excluding the unaided schools and allowing for an enormous concentration (by nearly 50 per cent. of the present number of schools), would be—

	R
Eastern Bengal Lower Primary schools	4,25,000
Ditto Upper ditto	2,81,296
Ditto Middle Vernacular schoos	1,05,739
Assam schools	22,000
TOTAL	8,34,035

(3) Two estimates have been given above, the one based on the present number of schools, amounting to 18 lakhs, and the other based on the number of pupils amounting to 8½ lakhs (neither of these includes the estimate of 2 lakhs for school requisites). In his letter no. 638, dated the 13th September 1906 (which forms a part of the annexures to this letter), Mr. Sharp puts forward a scheme for the establishment of some 2,200 primary schools of an improved type in Eastern Bengal to be increased eventually to 5,000, a number which would give one good model school to each area of something less than nine square miles. This number of schools, if each is to contain 50 pupils, would not quite accommodate the entire number of pupils under instruction. Some 6,500 schools would be required, and the cost of these would be R9,75,000 at the rate of R150 per school per annum. By the adoption of this scheme, concentration, accompanied by the abolition of fees, would be gradually effected, though it is admitted that difficulties would be encountered during the process of application, *e.g.*, a possible contraction of the numbers under instruction might be temporarily brought about, and a good many cases of individual schools serving a useful local purpose but finding no place in the scheme would have to be dealt with. The chief difficulty of working this scheme is the supply of good buildings, the capital cost of which would be enormous—thirty lakhs for this purpose for 6,500 schools would be a low estimate. The cost of giving effect to his scheme in three years is shown below:—

	Recurring.	Capital.
First year.	R	R
One-third of 6,500 schools to become free and buildings for them.	2,70,000	10,00,000
Second year.		
Two-third of 6,500 schools to become free and a further one-third to be built.	5,40,000	10,00,000
Third year.		
The full 6,500 schools to become free and the remaining one-third to be built.	8,10,000	10,00,000
Subsequent Years.		
6,500 free schools and an additional sum of R4,00,000 for specially-circumstanced schools.	12,00,000	...

The specially-circumstanced schools include among others the total number of Middle Vernacular schools.

15. A fourth estimate has been prepared by Government on the basis of the calculation made in paragraph 14 of the Home Department letter, *viz.*, that the annual cost to the public funds of each child is on an average R1-5-0 in the aided Primary schools and R5 in the publicly-managed schools. The difference of cost is R3-11-0 per pupil. There were 434,476 pupils in Aided Primary Schools in Eastern Bengal and Assam on the 31st March 1906. The additional cost involved in the conversion of these aided schools into Board schools will be R16,02,130 a year. The fees realised in these aided Primary schools in 1905-06 amounted to R5,79,426. In addition to these there are the aided Middle Vernacular schools, which had 18,972 pupils and realised fees to the extent of R61,332 in 1905-06. Then there is the question of fees in Government and Board schools of which Middle Vernacular schools received R14,932 and Primary schools R10,362, or a total of R25,294 from fees. This estimate will thus stand as follows:—

	R
(i) Difference of cost to be provided for aided Primary schools	16,02,130
(ii) Fees to be made good in the above	5,79,426
(iii) Fees in aided Middle Vernacular schools	61,332
(iv) Fees in publicly-managed Middle Vernacular and Upper Primary schools	25,294
Total	22,68,182

The above does not take into account (*a*) the cost of conversion into Board schools of the aided Middle Vernacular schools, (*b*) the probable expansion of Primary schools due (1) to the conversion of unaided schools into the Board school system, (2) to the influx of pupils into free schools from the primary classes of secondary schools, and (3) to the general increase in the number of school-going children attracted to schools by free education and (*c*) the amount that may be required to compensate the teachers by the abolition of the system of payments in kind. Against this extra expenditure

the subscriptions that come in might be mentioned as a possible set-off, but this precarious source of income can, as has already been stated, hardly be relied upon. So if subscriptions be excluded, the cost per pupil will be more than R5 a year. It will be observed that the cost of supplying school requisites, *viz.*, two lakhs, has been omitted from the estimates detailed above.

16. But His Honour is in no way convinced that any of the above estimates represents even a near approach to the actual additional cost that will fall upon the State by the introduction of the scheme of free primary education. It is agreed on all sides, as noticed above, that the necessary cost of making primary education free will be far greater than the mere reimbursing of the fees now levied, and that this branch of education must at the same time be improved. Again, concentration is an indispensable condition of any real improvement, and as it is also the path of economy, the case for adopting it seems to be doubly strong. And the Lieutenant-Governor would recommend to the Government of India, as the most effective means of attaining the double end before us, such a scheme as is outlined in Part VI of Mr. Sharp's letter no. 204, dated the 4th April 1907. But Mr. Sharp's estimate of R150 a year for a Primary school of 50 boys is too low to warrant its acceptance. This estimate would leave hardly anything more than R10 a month for the teacher, which is barely a living wage, and will certainly fail to satisfy a trained *guru*. Besides, a school of this capacity will require an additional teacher.

Mr. Sharp's estimate allows a monitor on R2-8-0 only a month—a pay which would not attract an assistant of any value. Sir Lancelot Hare is very doubtful whether it will be possible to impart suitable primary instruction under R5 per head of pupils, or R250 a year per school of 50 boys, including all costs of management and the repairs or rent of buildings. Under the scheme of the Director of Public Instruction, 6,500 Lower primary schools of 50 pupils are to be established in order to obtain a satisfactory working system. The total annual cost of these schools will come to R16,25,000 at R250 per school. Against this there is a set-off of R2,73,000 now provided from public funds for this class of schools, and a deficiency of R13,52,000 which will have to be supplied by the State. Two lakhs from the Imperial grant for primary education can be directly applied to this purpose, leaving still a balance of R11,52,000 to be provided for recurring charges of these schools. Then there is a sum of 30 lakhs required for the provision of school buildings.

The Director of Public Instruction is satisfied that R22,000 only is required for making the Lower Primary, Upper Primary, and Middle Vernacular aided schools free in Assam, where the Lower Primary schools are practically free at present, and R120 per Lower Primary school per annum is considered sufficient to meet the maintenance charges, as they have not so many as 50 pupils each, and the annual cost per pupil is supposed to come to R5. Schools have already been, and are even now being, provided with good school buildings.

But the future expansion of the Primary school system does not appear to have received full consideration. There are at present 792,987 children, or 17·17 per cent. of the children of the school-going age in schools of all kinds in this Province, of whom 722,273 (658,300 males and 63,973 females) or 15·78 per cent. of the population of school-going age are reading in public institutions.

The impetus that Muhammadan education and the education of the labouring classes in general has already received, and will further receive from the present reform, will increase the number immeasurably at a date not far distant.

The Lieutenant-Governor considers that the number of male children attending schools may not unreasonably be expected to rise in time to the 80 per cent. of the male population of school-going age. In the case of girls, such a rise may not be possible, but 20 per cent., if not more, may be taken as fairly representing the future expansion of female education. Then, reckoning only those pupils as properly under instruction who are in public institutions, and taking census figures representing the total population of the Province, the total number of children of school-going age stands as follows:—

Males $\frac{15,670,409 \times 15}{100}$ = ...	2,351,911
Females $\frac{15,108,725 \times 15}{100}$ = ...	2,266,309
Total .	4,618,220

(*a*) Additional number of boys for whom schools will have to be established :—	
Eighty per cent. of the boys of school-going age $\frac{2,351,911 \times 80}{100}$	= 1,881,529
The number of boys already at school	658,300
Balance for whom education is to be provided	1,223,229
(*b*) Additional number of girls for whom school will have to be provided :—	
Twenty per cent. of the girls of school-going age $\frac{2,266,309 \times 20}{100}$ . .	= 453,262
The number of girls already at school	63,973
Balance for whom education is to be provided	389,289

The total number of boys and girls to be provided for thus comes to 1,612,518. It must be assumed that this additional number will flock to the improved Lower Primary schools. This would mean the provision of 32,250 new schools of 50 pupils each, and an additional recurring cost of R80,62,500 at R250 per school will ultimately be required.

To the above must be added the additional cost involved in the entertainment of additional inspecting staff and additional teachers for 32,250 schools. Allotting 120 schools to each inspecting officer to look after, an additional staff of 270 officers will be required, say 90 Deputy-Inspectors and 180 Sub-Inspectors of Schools, and allowing two teachers to each school 64,500 *gurus* must be provided. Besides, Mr. Sharp has marked 4 lakhs for additional expenditure on "specially circumstanced schools," which will be made up mostly by Upper Primary and Middle Vernacular schools. The total additional cost will then come up to—

——	Recurring per annum.	Capital.	REMARKS.
1	2	3	4
	R	R	
(*a*) Eastern Bengal Lower Primary schools	11,52,000	25,67,000	(The third estimate of the Director of Public Instruction included 30 lakhs for school buildings, it is now understood that he will be able to spend 4½ lakhs from the Imperial grant on this object, and hence the estimate is reduced to that extent.)
(*b*) Abolition of fees in Assam schools	22,000	...	
(*c*) Specially-circumstanced schools	4,00,000	...	
(*d*) Provision of 32,250 new schools	80,62,500	1,50,00,000	
(*e*) Additional inspecting staff (90 Deputy-Inspectors and 180 Sub-Inspectors, including the cost of their clerks, peons, travelling allowance and contingencies).	4,53,600	...	
(*f*) Initial cost of training 64,500 *gurus* for six months at R8 each per mensem.	...	30,96,000	(Spread over several years.)
(*g*) Recruiting new men to fill wastage of the *gurus* at the rate of 5 per cent. annually with one year's training at stipends of R6 per mensem.	2,32,200	...	
(*h*) Cost of school requisites—			
(*i*) Existing pupils	2,00,000	...	
(*ii*) New pupils	8,00,000	...	
Total	1,13,22,300	2,06,63,000	

The above cannot be pronounced as accurately detailing the total extra cost of the reform, but it has been framed as a rough estimate of possible future cost.

17. The ultimate cost involved in the proposal which is now under consideration compels the Lieutenant-Governor to close this letter with a word of warning. If the Imperial Government is willing to assist this Province by the amount of additional cost which will be involved, however great that increase may be, then Sir Lancelot Hare would say that he accepts with the deepest gratitude the liberal offer made. But if the Government of India cannot assist this Province beyond a fixed sum representing the additional expenditure which will be incurred in starting the schools, together with the increase in working expenses during the first four or five years, then His Honour would point out that he cannot with justice to a backward and undeveloped province hypothecate the whole of the possible increase in the provincial revenues to this one object. The expenditure which is absolutely necessary if this province is duly to develop, is so great in every branch that it must swallow up the larger proportion of the normal increase of revenue, and indeed much of this expenditure is necessary to secure that increase of revenue. Wherever Sir Lancelot Hare looks, he sees the necessity of greatly-increased expenditure and among other pressing needs he would more especially mention—

(1) The growing needs of the ordinary administration in a growing province.

(2) The imperative necessity of making up arrears in the hitherto starved districts which have been made over from Bengal. The accommodation for the courts and for the officers of the Crown is deplorable in many of

the districts of the Province. The salaries of the ministerial officers serving in district courts, as the Government of India agree, are quite inadequate, and heavy expenditure will shortly have to be incurred in improving these.

(3) The development of communications by road and river. The necessity of improved steamer services, the provision of steam-launches to deal with the detection and prevention of river crime, the construction of railways and roads to render accessible those portions of the country which cannot be visited by the officers of Government and by traders, except at a great expense of time and money, which cannot be given.

(4) The increased contribution to higher education which will be forced on Government, owing to the higher standards which will be required by the University.

(5) The heavy expenditure required for sanitation and drainage and the improvement of the water-supply, which in many of the districts of this Province is utterly inadequate for the needs of the people and is a standing menace to their safety.

(6) The growing needs of the Agricultural and Veterinary Departments, whose expansion will confer the greatest of benefits on the agricultural classes.

(7) The development of industries and the fostering of that aptitude for science and engineering which is one of the best qualities of the people of this Province and by which the resources of the people and of Government should be vastly increased.

(8) The protection and development of fisheries and other similar requirements of an advanced administration.

With all these tasks before him, Sir Lancelot Hare cannot but view with the gravest concern a proposal which would very probably involve the permanent starvation of the new Province, and he would respectfully urge on the Government of India the necessity of proceeding with the utmost caution in the adoption of a policy, which though in itself actuated by the highest motives, and following the most advanced principals of civilization, may ultimately deprive the Provincial Government of all resources with which to meet the other numerous claims upon it.

List of enclosures to Eastern Bengal and Assam Government letter no. 11053-C., dated the 30th September 1907.

1. Letter no. 638, dated the 13th September 1906, from the Director of Public Instruction, Eastern Bengal and Assam.
2. Eastern Bengal and Assam Government circular letters nos. 158-69-C., dated the 7th January 1907.
3. Eastern Bengal and Assam Government circular memoranda nos. 170-75-C., dated the 7th January 1907.
4. Letter dated the 12th January 1907, from the Hon'ble Mr. H. Savage, 1st Member, Board of Revenue, Eastern Bengal and Assam.
5. Letter no. 109, dated the 15th January 1907, from Mr. Muhammad Yusuf, District and Sessions Judge, Noakhali.
6. Letter dated the 25th January 1907, from the Hon'ble Rai Dulal Chandra Deb, Bahadur.
7. Letter no. 731-S., dated the 29th January 1907, from Mr. N. D. Beatson-Bell, Director of Land Records, Eastern Bengal and Assam.
8. Letter dated the 30th January 1907, from the late Rai Jagannath Barua, Bahadur.
9. Letter no. 654, dated the 27th January 1907, from Mr. Kiran Chandra De, Registrar, Co-operative Credit Societies, Eastern Bengal and Assam.
10. Letter no. 518—XI, dated the 23rd March 1907, from Mr. Basanta Kumar Mallick, District and Sessions Judge, Chittagong.
11. Letter no. 2399-M., dated the 25th March 1907, from the Commissioner, Rajshahi Division, and enclosures.
12. Letter no. 204, dated the 4th April 1907, from the Director of Public Instruction, Eastern Bengal and Assam.
13. Letter dated the 29th March 1907, from the Hon'ble Mr. C. R. Marindin, 2nd Member, Board of Revenue, Eastern Bengal and Assam.
14. Letter no. 352-G., dated the 5th April 1907, from Mr. Saiyid Nurul Huda, District and Sessions Judge, Pabna and Bogra.
15. Letter no. 1797-G., dated the 11th April 1907, from the Commissioner, Assam Valley Districts, and enclosures.

16. Letter no. 2203, dated the 15th April 1907, from the Commissioner, Surma Valley and Hill Districts, and enclosures.
17. Letter no. 662, dated the 16th April 1907, from the Secretary to the Provincial Muhammadan Association, Eastern Bengal and Assam.
18. Letter dated the 19th April 1907, from the Secretary, Eastern Bengal Landholders' Association.
19. Letter no. 208-G., dated the 21st April 1907, from the Commissioner, Dacca Division, and enclosures.
20. Letter, without date, from the Hon'ble Rai Sita Nath Ray, Bahadur.
21. Letter no. 387-M., dated the 23rd April 1907, from the Commissioner, Chittagong Division, and enclosures.
22. Letter no. 660, dated the 30th July 1907, from the Director of Public Instruction, Eastern Bengal and Assam.

From H. Sharp, Esq., M.A., Director of Public Instruction, Eastern Bengal and Assam, to the Chief Secretary to the Government of Eastern Bengal and Assam, no. 638, dated the 13th September 1906.

I have the honour to draw your attention to your letter no. 2012-C., dated the 17th March 1906, paragraph 4, in which His Honour the late Lieutenant-Governor indicated a policy regarding primary education in Eastern Bengal—namely, the creation of certain District Board schools, on the analogy of those already existing in Assam.

2. The present position of affairs is as follows:—

There are in Eastern Bengal districts 2,197 Upper Primary schools, with 96,412 pupils, or 44 per school, costing annually R3,24,456, or R3-6 per pupil. To this total expenditure, local funds contribute R1,05,092, fees R1,68,257, subscriptions, etc., R33,122.

There are also 12,395 Lower Primary schools with 343,523 pupils, or 27·7 per school, costing annually, R7,79,238, or R2-12-3 per pupil. To this total expenditure, local funds contributed R2,05,928, fees R4,55,618, and subscriptions R97,499.

There are also 2,362 primary schools for girls, with 41,541 pupils, or 17·5 per school, costing annually, by R66,111, or R1-9-6 per pupil. To the total expenditure, local funds, contribute R42,080, fees R2,933, and subscriptions R9,363.

3. Taking first upper primary schools, I propose—

(i) To give a special concession to schools teaching Urdu to the number of from 100 to 300 schools. This will be of an experimental nature.

(ii) If possible, to extend to upper primary schools, the concession proposed to be given to "Class I" lower primary schools. No funds, however, can be provided for this scheme, the cost of which may be roughly reckoned at some R2,00,000. The development of the scheme will have to depend upon the amount of savings realised by concentration of already existing grants.

4. Next, as to lower primary schools. There are, excluding the State of Hill Tippera, 12,395 lower primary schools, to an area of 44,804 square miles, and a population of 24,651,791. That is, there is one lower primary school per every 3½ square miles per every 1,988 of population and per every 149 of boys of a school-going age. This is satisfactory.

5. There are, however, some less satisfactory features which require consideration:

(*a*) The distribution of schools varies largely—from one to every 6·31 square miles in Jalpaiguri to 1·35 mile in Tippera. This, however, is not a fair indication of the wants of a district, as an open country will naturally be more thickly schooled than a wild district. But there is also a considerable variation in the proportion of schools to population, ranging from one school per every 3,288·10 inhabitants in Pabna, to one per every 980·21 in Bakarganj. The districts which, on the score of proportion of schools to population deserve special treatment are all those of the Rajshahi Division and Mymensingh. (The distribution in the Dacca district is also very low, but, owing to the very large number of secondary schools in that district, the average of boys at school to those of a school-age is high: and no special measures are called for.)

(*b*) The number of pupils per school is only 27·7. This is low. A master, with the aid of an assistant or a monitor, could teach double, or more than double, this number. It is obvious that the grants made to schools by District Boards are frittered away in petty sums of R3, R2, or even R1 per month, when they might be more effectively and economically used in supporting a much smaller number of well attended and efficient schools.

(*c*) The grant-in-aid system appears to have acted adversely upon the *personnel* of the masters. This is a matter on which figures are naturally not available. But, from all accounts, the post of teachers in a Primary school is the resort of the destitute, or is regarded as a stop-gap by aspirants after better things. The great bulk of the teachers, too, are uncertificated, and probably have no special aptitude for teaching.

(*d*) The housing of these schools is wretched. Reports from Inspectors speak of very few of the *pathsalas* having any houses of their own at all. Before pupils can be concentrated in larger and better schools, an enormous expenditure upon construction will be necessary.

6. What, therefore, we have to aim at is—(*a*) concentration of expenditure; (*b*) the creation of a service of village *gurus* with at least some smattering of training, who will regard their work as a permanent profession, and whose interests are so guarded that the schools are not likely to be filched from them, or decline under competition through the advent of incompetent interlopers; (*c*) the erection of decent houses, with small compounds attached, for the accommodation of the better sort of schools.

7. With these ends in view, I addressed Inspectors of schools early last March, with a view to the establishment of class of a superior Lower Primary schools, which, for the sake of convenience I proposed to designate "Class I" Lower Primary schools. Existing schools of a permanent and fairly efficient kind were to be chosen by preference. Each school was to be some three miles from the next nearest "Class I" school; that is, each district was to be divided up into blocks of nine square miles each, so that such a school was to be within reasonable reach (*i.e.*, one-and-a-half mile) of every child. In order not to waste our resources, I further directed that the establishment of such schools in villages possessing a good Upper Primary school should be avoided.

8. The result is, a list of 2,226 schools, now before me, which it is proposed to convert into "Class I" schools. This number appears very insufficient in comparison with the area to be covered. But the lists for one or two districts are admittedly imperfect: there are tracts of water or jungle which must not be reckoned in, and there are certain localities, like the district of Dacca, where the number of secondary schools is so large that but little need be attempted. I have therefore taken the number of such schools (to be gradually organised) as 2,500. And, as funds permit, I propose to extend the same privilege to upper primary schools. This will give us an eventual total of some 4,700 for an area of 44,804 square miles. This is approximately correct, I cannot regard the list submitted to me as final, and great care will have to be exercised by inspecting officers in choosing the schools to be thus treated. Nor can the scheme be effectively carried out till districts have been satisfactorily mapped with regard to the position of schools. This has never been done. I have initiated steps for causing such maps to be maintained, and trust that it will be found possible to carry this out within the next twelve months. Looking broadly at the proposed distribution, however, it appears to be fairly correct, the largest number of schools (996) being shown in the Rajshahi Division, which is the least educated of any in the province; the number in Chittagong, which is far the best educated, being only 442, and that for Dacca, which lies midway being 788, of which 337 are in Mymensingh alone. But while these figures may serve as a basis for proportional allotment in the first instance, the intention is eventually to have at least one good Upper Primary or Lower Primary school within each block of nine square miles throughout the district, save where water and jungle render this unnecessary.

9. I should add that the Inspector of Schools, Dacca Division, has put in a claim for the consideration of Upper Primary schools in the scheme. It would certainly seem an obvious method to take these, which are the best we have, as a basis to work upon. I should, however, prefer to confine the benefits of the scheme (save in so far as certain upper primary schools will be utilised in the work of spreading Urdu instruction), in the first place, to lower primary schools and for the following reasons:—

(*i*) The terms under which the Imperial subvention of R3,33,000 has been granted distinctly include the development of rural Primary schools. These may be taken to be mainly Lower Primary schools. Were we to concentrate our efforts upon Upper Primary schools, we should not be giving any extension to the scheme of improvement.

(*ii*) I consider that the distinction between Upper Primary and Lower Primary schools is objectionable, and that there should be only one class of Primary schools, containing four regular classes, and that it will be better to enlarge the number of efficient Primary schools altogether, than to emphasise the distinction now existing by further improving our Upper Primary schools.

(*iii*) Upper Primary schools are not excluded from the scheme. I propose to train their masters, to give them, if possible, some small extra grant for the maintenance of certificated teachers and finally, should funds permit, to open to them all the concessions now made to "Class I" Lower Primary schools. But this part of the scheme must wait till we see

what savings can be effected by the concentration of grants. I think that Lower Primary schools have a special claim upon the Imperial allotment, and should be dealt with first.

10. I propose, then, to spread a network of efficient Lower Primary schools over the districts, and so far as possible to place Upper Primary schools on a similar footing, we shall then have one school (nearly) for each block of nine square miles area. The means whereby the "Class I" schools will be rendered more efficient and more attractive to good teachers are—

(*i*) The privilege of earning special grants up to a maximum of R3 per mensem for teaching simple Urdu, will be extended to these schools or such of them as care to adopt this course. Though the local Maulvi (in the many cases in which the master does not know Urdu) should receive the bulk of the grant, increase of numbers and of fees should sufficiently benefit the school as to make the scheme attractive to the teachers.

(*ii*) The privilege of earning special capitation allowances for girls, at maxima fixed at R2, 3, or 4, will be extended to "Class I" Lower Primary schools only.

(*iii*) I would recommend a lump grant of R9 per annum to be paid, at the close of each financial year, to each "Class I" Lower Primary school, irrespective of its numbers, which has done satisfactorily during the first twelve months. While this residual grant should never fall short of this sum, it might, were funds available in any year, be slightly increased.

(*iv*) Buildings, gardens and appliances would be supplied to "Class I" Lower Primary schools in preference to others.

(*v*) These new privileges should in no way decrease the grant, whether monthly or residual or both, which such schools at present receive from District Boards. Indeed, District Boards should be requested to guarantee that, in view of the large allotments now made, the current grant to such schools should continue at its present scale.

(*vi*) Gradually, as the network of Upper Primary and "Class I" Lower Primary schools becomes sufficiently close to make the scheme a fair one, the desirability of confining the privilege of competing for scholarships to these schools, first over certain restricted areas, then over the whole of Eastern Bengal, might be considered. Such a scheme would not be free from objection. But it would probably be less open to objection and mistrust than the scheme now in vogue.

(*vii*) As the inspecting staff is gradually increased, I consider it imperative that some form of *in situ* examination, conducted by officers of the department, should be established. While it would be obviously unfair to exclude other primary schools from the winning of some sort of a certificate for their pupils, on the results of such examination, some special form of certificate, carrying special terms for admission into schools of higher grade, might perhaps be awarded in the selected schools. Any such scheme, however, would require careful working out, and I am not yet prepared to submit any definite proposals.

11. In return for these benefits, we should be justified in imposing certain conditions. These would primarily aim at the creation of an efficient service of teachers. I would deprecate turning the schools and their teachers into Board Institutions and Board servants—in name, at least. The grant-in-aid system is too firmly implanted in Eastern Bengal, the number of schools affected is too large, to make any such distinction desirable. Moreover, I would point out the following facts.—A Lower Primary school in Eastern Bengal costs R63 per annum, just half what it ought to cost. Excluding provincial and municipal schools, it is found that some R17 per school is derived from local funds, some R46 from fees, subscriptions, etc. From this several deductions may be made:—

(*i*) Schools are, in the main, privately maintained. This is in many ways a matter for congratulation. But were we to class any particular set of schools as Board Institutions, they would be at once regarded as "Sirkari" and fees and subscriptions would fall off. Instead of benefiting the schools in question, we might be causing irreparable loss to the masters.

(*ii*) The present cost of a school being manifestly insufficient for the maintenance of even one teacher with his family, it is obvious that masters have other means of livelihood. The real cost of our schools is probably far greater than that which appears in returns. And while I am by no means certain that the statement (put forward by one Inspector of Schools) that the emoluments of a teacher are doubled by the free board extended to him by the villagers, there is yet every reason to suppose that some such contribution, agriculture and odd jobs done for the villagers, do enable the master

to eke out what would otherwise be an insufficient pittance. This is a consideration which has to be faced in any comprehensive scheme for changing the status of our schools.

(*iii*) This, however, is no argument why we should not place certain teachers on a footing which will free them to some extent from dependence on such extraneous aid, and will make them more contented with their lot. Such a scheme is attempted in this proposal to improve a certain number of schools into "Class I" schools. At the same time the fact that the nominal cost of each school is just half what it ought to be, and the number of boys it contains just half what a master can teach, taken with the fact that, in some districts at least, schools are thicker on the ground than is either necessitated by physical considerations or compatible with economy, good discipline and instruction, would establish a *primâ facie* case for the reduction of our primary schools by one half—that is, the withdrawal of grant from 50 per cent. of them and the concentration of the savings thus effected upon the 50 per cent. that remain. To do so, however, would be obviously most unwise. We have to consider the fact that masters are largely supported by voluntary, probably largely unreturned, contributions, that school houses are few, and the verandahs and sheds in which they now meet would not accommodate increased numbers, that the vested interests to masters deserve consideration, and that any such drastic measure is fortunately to some extent obviated by the addition to our funds of the large Imperial subvention. Nevertheless, some concentration would probably be wholesome.

12. Thus the imposition of conditions in return for privileges takes two forms—

A. Conditions to be imposed on "Class I" schools in return for special aid out of the Imperial subvention.

B. Conditions to be imposed on all other schools in return for special aid out of such savings as may be effected by concentration.

"A" grants should be awarded on two considerations:—(*i*) the qualifications of the teacher; (*ii*) the locality of the school.

(*i*) The master (at least the head master of a "Class I" school) should be trained. If he does not choose to get trained, no grant will be given him. Each Deputy Inspector will be required to open a register of certificated masters, as prescribed at page 210 of the Bengal Rules and Orders. Should the master of a school die, or cease to carry on the school, the grant will *ipso facto* cease, unless a man whose name is in the register, and who is recommended by the inspecting officers of the department, takes his place.

(*ii*) But a master whose name is borne in the register will not for that cause alone be eligible for grant. He must be working in a "Class I" Lower Primary school, or in some other school, the locality of which is approved by the department.

"B" (*i*) In the case of lower primary schools, other than Class I schools, it will be impossible rigidly to enforce the condition of certification. There will be old pandits who deserve consideration, and who are too fossilised to benefit from training. There will be many who, though perhaps willing to undergo training, will not with the limited resources at our disposal obtain the chance. Exceptions will have to be tolerated, but the general principle may be maintained that whenever a vacancy occurs and trained men are available, no grant will be given unless a trained man is employed. And it should be possible, in the course of time, to do a good deal of training at the 115 training schools which I have proposed. Masters of schools might be admitted on ordinary stipends along with new candidates; and, in cases when they have some experience or fair qualifications, may be retained for a six months' course only. But all masters for whom training is considered desirable should, if after repeated warnings and opportunities they still refuse to come to a training school, be deprived of their grant.

(*ii*) Similarly, here also location should be considered. Schools situated in the same village with, or within a mile of, an Upper Primary or a Class I Lower Primary school, or an ordinary Lower Primary school of a satisfactory kind, should, unless they can be shown to serve a useful purpose as overflow institutions, be deprived of grant,—a course, by the way, which need by no means necessitate the closure of the school. In the same way a new trained man, desirous of setting up a school, would receive no encouragement to do so, unless he fixed upon a spot approved by the Chairman and the department. In this way a number of bad and superfluous schools are almost certain to lose their grant, or even to collapse. If, however, the policy of improving the better and more necessary sort of schools is persisted in and vigorously pushed, no decline in the number of pupils need be apprehended.

13. In the case of both kinds of schools a further condition would be the establishment of a Managing Committee, who should see to the upkeep of the building, to attendance, and to the proper conduct of the school by the master, but who should

not interfere (though they might advise) in matters of appointment or of curriculum,—two matters which, together with the assessment of grant, should lie wholly in the hands of the Board, acting under the advice (and in the matter of curriculum under the rules) of the department.

14. All this, however, implies buildings sufficient to accommodate a fair number (say 70) of pupils. These buildings must also be the property or *quasi*-property of the Boards, in order that it may be possible to turn out masters who refuse to be trained or are obviously incompetent, and to put in qualified men. Such buildings would have to contain 560 square feet of room area, apart from a small veranda. And, even supposing that land is at all times given or a site guaranteed, a supposition by no means necessarily correct, such a building, even taking the simplest structure compatible with solidity (such as the Dinajpur type suggested in my letter on buildings to Chairman), could hardly cost less than R600. Now, supposing we open Class I Lower Primary schools—that is, sanction the lump grant of R9, and the permission to earn capitation for girls and Urdu instruction, to a smaller number of schools (between 100 and 200) in the current year, to 500 in 1907-08, to 1,000 in 1908-09, to 2,000 in 1909-10, and up to the full total of 2,500 in 1910-11, and at the same time increase our training schools and expand our inspection staff, we shall have up to the end of 1909-10 only R4,34,570 to spend on these buildings and after that nothing. That is, we should be able to erect some 730 buildings instead of, as we should do, 2,500 buildings, at a cost of R15,00,000. This, however, is no reason why we should not go ahead and do what is possible with the funds available. Should a succession of better seasons arrive subscriptions will be forthcoming. The buildings to be erected during the current year from the grant of R2,57,200 already given out, may serve the purpose in some villages. We may get the balance of R75,800 due from last year. The progressive recurring cost of the gradually sanctioned Class I schools is entirely problematical, and I may have greatly over-estimated it, and the Department may find it possible to re-appropriate from other heads of expenditure, or Boards may effect some saving over grants. All I would advise is that—

(*i*) Any balances over from the Imperial grant or other funds may be at once placed at the disposal of Boards for this purpose.

(*ii*) Subscriptions, when possible, should be raised.

(*iii*) Simple type plans, such as I have suggested, or Boards have chosen to adopt, during the current year, be followed; but of a somewhat cheaper kind, and never exceeding R600.

(*iv*) Arrangement be made in each case to secure a piece of land (say a *bigha*), and that the building, whether on acquired land or on private property, be guaranteed by the School Committee to be kept up as a school by the villagers, used for no other purpose, and appropriated by no teacher of whom the department does not approve.

15. I request, then, that allotments be made to Boards as follows:—

		Recurring.			Non-recurring.	
		R	R		R	R
1906-07 . .	100 schools	at 9	900	and building of	300=	1,75,990
1907-08 . .	500 ,,	,, 9	4,500	,, ,, of	198=	1,18,580
1908-09 . .	1,000 ,,	,, 9	9,000	,, ,, of	201=	1,20,650
1909-10 . .	2,000 ,,	,, 9	18,000	,, ,, of	32=	19,350
1910-11 . .	2,500 ,,	,, 9	22,500.			

From H. Sharp, Esq., M.A., Director of Public Instruction, Eastern Bengal and Assam, to the Chief Secretary to the Government of Eastern Bengal and Assam, no. 66-O., dated the 30th July 1907.

I have the honour to acknowledge receipt of opinions upon the question of free primary education raised in the Government of India (Home Department) letter no. 887, dated the 22nd November 1906. I understand that I am asked for criticism and final advice.

2. Taking the various points more or less in the order in which they occur in the Government of India's letter, I first consider the views expressed as to the desirability of the scheme. Opinions are by no means unanimous in its favour; and it is noticeable that adverse criticism emanates chiefly from the Indian community. Mr. Mullick scarcely thinks the argument that European countries have adopted free primary education is applicable to India; he considers the benefit reaped will be out of proportion to the cost, and that the habit of payment will be hard to eradicate. Mr. Gruning, on the ground (among others) that other provinces in India will, if the change be brought about, be paying for the heavy increased expenditure in Bengal (the very province in which the results of education have been least satisfactory) objects to the whole scheme. He trenchantly remarks that, if the abolition of fees fails to effect an increase of pupils, heavy expenditure will have been incurred in vain; if, on the other hand, there is an increase, the enhanced expenditure will be so enormous that some other (and more

useful) object of expenditure must suffer. I would suggest, however, that these two alternatives do not cover the whole scope of the scheme. The Maharaja Jagadindra Nath Roy doubts if the scheme can be properly worked out. He fears the increased cost both to Managers and to the tax-paying public, and he doubts the full fruition of the scheme unless compulsory education go hand in hand with the abolition of fees. Babu Bhuban Mohan Maitra considers that the scheme will involve the breakdown of many schools and a consequent shrinkage in the number of pupils, thus defeating its own end. The Hon'ble Mr. Marindin regards the measure as a leap in the dark; and would prefer to see money spent in improvement of primary education. Maulvi Syed Abdul Majid, while applauding the scheme, considers the free supply of suitable text-books and the introduction of Urdu will tend, more than the abolition of fees, to popularise primary education among Muhamadans. Mr. Allen deprecates the scheme from the point of view of unknown increase of liabilities and the uneven incidence of the relief afforded. Rai Kali Prasanna Ghosh Bahadur considers it would be preferable to admit boys and girls, free of all cost, in primary schools only when parents express inability to pay the fees. Babu Mathuranath Chattopadhyaya says that a total abolition of fees in primary schools is against the custom that has prevailed in the country from ancient times, and thinks that this custom will be hard to eradicate. Moreover, undesirable results will follow, such as falling off of the interest on the part of parents. The Chittagong Association, while generally accepting the scheme, considers there will be serious dislocation of existing organisations. Mr. Clayton considers that, if the stipends are made dependent upon the number of pupils and general efficiency of the school, it will be in the interest of the teachers to receive the children of poor parents without fees, and this might be made obligatory for a certain percentage of the boys in the school, and in this way the principal advantage expected from the abolition of fees might be secured.

3. With these exceptions, the general feeling appears to be in favour of the scheme. It is noticeable that, among those who raise objections, the line taken in several instances is a general acceptance of the principle followed by a statement of difficulties and detailed criticism.

4. I would here note one point. It appears undesirable to involve the question at issue with that of compulsory education. The two questions are distinct; and the abolition of fees is a logical condition of any legislation rendering education compulsory. By this I do not mean to say that free education must necessarily be followed by such legislation. The conditions of a largely agricultural population would doubtless pause in any such undertaking.

5. I now pass to more detailed criticisms. First, the schools to be included in the scheme (paragraph 6 of the Government of India's letter)—

(*i*) The question of the abolition of fees in Primary Departments of High and Middle English schools and the effect of the abolition in Primary and Middle Vernacular Schools on those Departments [paragraph 6 (*a*) of Government of India's letter]. Needless difficulties have been raised owing to some apparent misunderstanding of the Government of India's letter. There is no need, with the Hon'ble Rai Dulal Chandra Deb Bahadur, to anticipate the abolition of Middle English schools. The Government of India, while not contemplating the extension of the concession to the primary departments of secondary schools, yet suggests that, if these are indistinguishable from the ordinary vernacular schools, and are in practice open to all who desire a merely vernacular education, they should be reckoned as Primary schools, and should be free. The question, then, resolves itself into the character of instruction in those departments. If, as under the present vernacular system in Eastern Bengal, it is precisely that given in Primary schools, fees may reasonably be abolished. If it is differentiated, as in Assam, fees must continue to be exacted. If, as in the proposed High school curriculum submitted with my no. 204, dated the 4th April 1907, a middle course is adopted, then fees may be abolished in classes IX and X, but retained in class VIII. Again, if the result which I have indicated as desirable in that letter be attained, the primary classes of high and middle English schools gradually closed, and the Bombay system adopted, difficulty vanishes. These views seem to be rightly expressed by Messrs. S. C. Mukerji and J. F. Gruning. On the other hand, I am totally unable to agree with the Hon'ble Mr. Marindin when he suggests that the teaching of English in certain classes of High schools should not differentiate these classes from purely primary vernacular classes. Such a view appears altogether opposed to the intentions of the Government of India, and would enormously increase the cost of the scheme.

(*ii*) Turning to the next class, whom it is proposed to exclude from the concession—Eurasians—I find two weighty opinions against such exclusion. The Hon'ble Mr. Savage says that there is no class to which education is of such absolute necessity, and no class which is less able to provide for

it out of their own earnings, than the poor *Feringhis* of Dacca or Chittagong. Similarly, the Hon'ble Mr. Marindin devotes lengthy remarks to this subject, and doubts whether the abolition of fees would not be really more felt as a measure of relief by many families of this class than by the natives of this country to whom it will be granted. Perhaps allowance has to be made for the work carried on by Missions among these classes, but I fully agree with these opinions. I think the only other expression of opinion on the point occurs in Mr. K. C. De's remarks; he sees no reason for making any such concession to Eurasians.

(*iii*) Not much is said regarding the abolition of fees in Middle Vernacular schools. Most of the opinions appear to concur in its desirability. And so long as these schools are purely vernacular, there seems every reason for extending the concessions to them. A few divergent opinions are noted, in another connection, later on.

6. Turning next to paragraph 7 of the Government of India letter, it is generally conceded that aided schools should be required to abolish fees. Mr. Luson, however, puts forward a sound practical suggestion, in paragraph 7 of his opinion, to the effect that the *guru* should have the choice of an enhanced grant, or the retention of fees, for two years, by which time the system will have had a fair trial. But it is not so uniformly admitted that unaided schools should be necessarily turned into aided (and hence free) schools. I certainly think that neither Government nor Local bodies should be held under any obligation to accept this responsibility for inefficient and perhaps ephemeral institutions, which might start up as mere "Venture" schools to reap the benefits of such a concession.

No one is aware of any exceptional cases in which the payment of fees might be permitted to continue. Nor, considering the character of aided schools in this Province, is this opinion surprising.

7. Paragraph 8 of the Government of India letter requires no special comment; and I pass on to paragraphs 9, 10 and 11, which deal with the probable cost of the scheme without allowing for expansion. Opinions, where expressed, are to the effect that the cost will far exceed that contemplated by the Government of India; and this was the opinion I had already expressed in my no. 204, dated the 4th April 1907. Two general estimates are given; and it is interesting to note that the Hon'ble Mr. Marindin's almost coincides with my minimum calculation of R8,34,000; and that Mr. Nathan estimates 12 lakhs, the final calculation given by me at the close of my letter. The latter figure is certainly the more probable. Some officers have attempted local calculations, which fully bear out the larger estimate.

8. Opinions are divided regarding the question put in paragraph 12 of the Government of India letter, whether a great increase in the number of children at school is to be expected as a result of the scheme. On the whole, the majority of opinions are in agreement with that expressed by the Government of India, that such an increase, at least in the near future, is not to be expected. A striking opinion to the contrary, which cannot be disregarded, is Mr. J. N. Gupta's who anticipates an increase of 25 per cent. in the course of a year or two, and a doubling of the attendance within ten years. And Mr. Monahan anticipates a large increase.

9. Paragraph 13 of the Government of India letter chiefly deals with the abolition of payments in kind. I had remarked in my no. 204, dated the 4th April 1907, that the cessation of this kind of contributions is perhaps the one feature of the proposals which may be regarded with some regret. I am interested to find the Hon'ble Rai Dulal Chandra Deb Bahadur and the Hon'ble Rai Sita Nath Roy Bahadur, doubting the desirability or possibility of checking these voluntary contributions. Perhaps, however, a distinction has to be drawn between regular payments in kind, in lieu of fees and the free food which (as *gurus* admit to me) they receive from the villagers, and the periodic gifts made at harvest time or on the occasion of marriages. I hardly think that the abolition of the latter can be contemplated; and it is to this custom that the two gentlemen above cited appear to refer.

10. I now pass to paragraph 14 of the Government of India's letter, which deals with change of control as a probable result of the scheme. Mr. Mullick says that the result will be to transfer the control of primary education in India from private to Government management, a result which he considers will be undoubtedly beneficial. Other opinions are to the effect that the Boards should assume control. Mr. Lees, for instance, says—"In view of the backward state of primary education and the almost entire want of control over the primary schools, I am of opinion that the way should be prepared by the gradual absorption of primary schools into the Board School system." I have already expressed myself as strongly of this opinion.

As regards the last portion of that paragraph, no attempt has been made, nor, I consider, could it fruitfully be made, to distinguish between schools which are in receipt of *boná fide* voluntary subscriptions and those which are not. Apart from the kind of periodic voluntary subscriptions described above, the *guru dakshina*, the feeding of the teacher and perhaps his family, there are probably no primary schools which

are in receipt of regular contributions, which can be brought into calculation; or at least their number is negligible. Even in schools of higher status, subscriptions are often insignificant, and too often, as I hear, admitted on all hands, a mere paper entry, never actually made but shown in the accounts and deducted from the pay of the teachers. Indeed, the condition of education in this Province, both primary and secondary, is a strong condemnation of the so-called system of grant-in-aid which prevails here, and which is far removed from the idea properly underlying the name, *viz.*, the subsidisation of organised local effort.

As for the probable result of the abolition of fees, they are likely to be the absorption of the schools affected into the Board school system at an enormously enhanced cost.

11. Paragraph 15 of the Government of India's letter deals with the free supply of books and other school requisites. Opinions vary. Generally, the idea is supported. Mr. Beatson-Bell would supply text-books; and some opinions are in favour of supplying these alone. Should Government, as is contemplated, produce an improved type of text-books for primary schools, perhaps this would be a good plan. But there is much to be said for Mr. Luson's suggestion, that this question should be held in abeyance till the system of abolition of fees has been well started.

Paragraph 16 of the Government of India letter raises the very important practical consideration whether the change should be effected *per saltum*. I would point out that the contrary may mean either of several things, *viz.*, gradual abolition in the different classes of all schools, or in different classes (*i.e.*, grades) of schools or in different kinds (*i.e.*, differently controlled) schools. The majority of opinion is in favour of a *per saltum* change. In my no. 204, dated the 4th April 1907, however, I advocated its simultaneous application to schools of all classes in which it is contemplated, without distinction; but not to schools of all kinds. I suggested, in connection with my scheme for the establishment of an ever-growing network of Board schools over the country, the making of those Board schools free. This would serve as a tentative measure to show what would be the effect of extending the system to aided schools, or rather, perhaps, of extending my scheme so as to embrace all aided schools, which can justify their existence, in the Board School system. And I had already, in my no. 1406-08, dated the 14th February 1907, to the address of Commissioners, suggested the utilisation of the so-called "Class I" primary schools to pave the way to the gradual abolition of fees. Three weighty opinions lend some support to my proposals. Mr. Luson says "The backwardness of elementary education in ordinary village schools in Bengal in my opinion presents an obstacle to introduction *per saltum* of the policy indicated. The improvement of the quality of primary education should, I submit, be the first consideration. I have long been forced to the conclusion that the thorough improvement of the village schools is not likely to be effected till they are converted into Board schools. Further on he suggests that the abolition of fees should not be introduced *per saltum*, but only into those schools which reach a certain standard of efficiency. "The conditions of that standard should be a qualified teacher or teachers; the provision of a sufficient salary for him; a suitable school-house and equipment." I would begin with Lower Primary schools, and the Lower Primary standards in Upper Primary and Middle Vernacular schools, and extend the system above the Lower Primary standards as funds become available. Secondly, Mr. Nathan considers a solution of the financial difficulty may perhaps be found along the lines proposed in my letter regarding "Class I" primary schools. Further, he sees less cause for abolishing fees in Middle Vernacular than in Primary schools, and considers that the question in the former case may be allowed to wait. Thirdly, Mr. J. N. Gupta suggests that a start be made with one Model Primary Vernacular free Board school for boys for each *Panchayati* Union and one free Board school for girls for each *thana*. Village or population units might be fixed upon, if the Unions were considered too unequal in size. I strongly support these opinions as more moderate than those which are in favour of effecting the change *per saltum*.

13. I have now dealt with the main heads of the Government of India letter, as answered in the opinions forwarded to me. One or two subsidiary points of practical interest have been touched on:—

(*i*) Two of those consulted have touched upon the very vital question of the system under which, if fees are abolished, remuneration should be made to the teacher:—

(*a*) The Hon'ble Mr. Savage asserts that there is a widespread feeling among the ordinary *gurus* against Muhammadan pupils or pupils of the lower castes of Hindus; and hence that there is danger that the higher caste Hindus will alone reap the benefits of free education. And he urges it be distinctly ruled that the teacher's pay shall to a certain extent, depend on the number of pupils of these classes who pass a certain examination. This appears to me a most important point, especially if, as I suggest the abolition of fees do not take place *per saltum*.

(*b*) Mr. S. C. Mukherji suggests, in order that teachers may not relax their efforts (now stimulated by the taking in of fees), that remuneration should be fixed on a sliding scale with reference to the number of pupils in a school.

(*ii*) Several opinions insist on the necessity for much closer inspection under a changed system. I need only remark that I am rapidly strengthening the inspecting staff.

(*iii*) Among his objections to the scheme, the Hon'ble Rai Dulal Chandra Deb Bahadur mentions the deterioration of physical endurance, which is likely to ensue in the agricultural classes, if the abolition of fees induces them to flock into the schools. He makes a suggestion, with which I thoroughly agree, that a half-time system is desirable; though I am hardly with him in thinking that two hours a day will suffice, or in fixing those hours in the afternoon when the boys will be tired. I should prefer three hours in the early morning.

(*iv*) There are some pessimistic opinions from Hindu gentlemen regarding the probable effects on discipline and attendance. I have already suggested, in my previous letter, that such opinions are perhaps exaggerated. And I see no reason why the abolition of fees should involve the abolition of fines.

14. To sum up the main points of the central question:—

(*i*) Though a majority of opinions is in favour of the scheme, there is a considerable weight of opinion which regards it (to say the least) not without suspicion.

(*ii*) There is a strong trend of feeling that the first and principal objects to aim at are the enhancement of the teacher's pay, and increased efficiency, in the schools. These should precede or at least accompany, the abolition of fees.

(*iii*) Those who have expressed a view consider that the increase of expenditure involved will be far greater than appears to have been anticipated.

(*iv*) While most are of opinion that the change should be effected *per saltum*, more moderate opinion inclines to a differentiation between classes or kinds of schools, or both.

From H. Luson, Esq., Commissioner of the Chittagong Division, to the Chief Secretary to the Government of Eastern Bengal and Assam, no. 387-M., dated the 23rd April 1907.

In compliance with the request contained in your letter no. 158-69 C., dated the 7th January last, I have the honour to submit a report upon the proposals put forth in the Government of India's letter no. 887, dated the 22nd November 1906, for the abolition of fees in all Primary schools which are either under public management or in receipt of grants from public funds, I attach hereto the marginally-noted replies of District Officers, Associations and gentlemen who were consulted on the subject in this division.

(1) Letter No. 112, dated the 28th January 1907, from the Magistrate-Collector of Noakhali.
(2) Letter dated 31st January 1907, from the Muhammadan Education Society, Chittagong.
(3) Letter dated February 1907, from the Chittagong Association.
(4) Letter No. 361-M., dated the 19th February 1907, from the Magistrate-Collector of Tippera.
(5) Letter dated 25th February 1907, from Khan Bahadur Maulvi Buzlar Rahim, Noakhali.
(6) Letter dated 1st March 1907. from the Anjuman Islamia, Comilla.
(7) Letter dated 18th March 1907, from the Islam Association, Chittagong.
(8) Letter No. 492, dated the 18th April 1907, from the Magistrate-Collector, Chittagong.

2. The general tenor of these replies is to welcome the proposed abolition of fees if the required funds can be provided, but that the expenditure involved will be far in excess of that contemplated in the Government of India's letter.

3. So far as Bengal is concerned, the change suggested is of a most momentous nature, owing to the large total sum now paid by way of fees or contributions. The proposals put forward appear to have sprung from no general public demand in this country, but from the desire of Government to bring the system here into accord with that of England and other Western countries where fees have of late years been abolished in primary schools. With much deference, I beg to be allowed to suggest that primary education in England and other Western countries, during the last generation has been made free because it has been made compulsory. In this division, which is the best educated portion of the Province of Eastern Bengal and Assam, the proportion of boys of school-going age who are receiving instruction is under 40 per cent. and that of girls 5 per cent. It would be impossible to inaugurate a system of compulsory education at present, not only on account of the enormous number of children, but also of the feelings

of the people. What has been found possible, and indeed necessary, in countries like England, which have developed industrially with great rapidity in modern times, may not be fitting in a country such as Bengal, which remains almost purely agricultural. The conditions of India in this respect are not closely analogous to those of the West. They are more analogous to those of Japan, where a very rapid development of education has also taken place during the last 30 years. In that country the percentage of boys of school-going age under instruction was 40 and of girls 15 in 1873. The last returns I have given the percentages at 96 and 87 respectively. In his work "The Education system of Japan, 1906," Mr. W. H. Sharp, M.A., has explained how these great results have been obtained. He writes, page 74:—

The compulsory aspect of education was never enforced, the authorities preferring not to excite popular prejudice against the schools on the part of those accustomed to count on the labour of their children from an early age. Persuasion and time have been relied on rather than coercion.

As regards fees, he writes (page 75):—

The poverty of Japan has compelled her (whilst making education compulsory nominally) to exact fees for it as well, and it was not until 1900 that orders were given to make the ordinary course as far as possible free. The course was then fixed at four years and simplified ; at present its extension to six years is under serious consideration, the chief difficulty being that of finding the necessary money.

The Japanese system of education is mainly based on selections from various Western systems, but it was found that compulsion which was at first contemplated could not be adhered to, I beg therefore to suggest that the Government of India should not rely too much on the analogy of England and other similar countries in this matter. In paragraph 5 of their letter they state:—

If the Government of India have never declared that universal primary education is the end in view, yet the whole spirit of their declarations has been in favour of the fullest possible provision of Primary schools.

Every responsible administrator in this country is, I believe, in favour of the fullest possible provision of Primary schools, but I beg to suggest that at the same time Government should be careful to say that, whilst proposing to introduce free Primary education, they have no intention of proposing that it should be made compulsory. It seems to me that it is necessary to do this, in order to avoid misapprehensions which may arise, especially among the Muhammadans of this Province.

4. It may be accepted that the provision of free primary education is most desirable, if the country can afford to provide it. I have shown that Japan has scarcely yet been able to afford to provide it fully. The financial aspect is the main feature of the case, but there are various considerations to be dealt with before the financial question can be taken up. The first consideration seems to be that the education provided by the schools in which Government insists on the abolition of fees must be good. From the last Administration Report (for 1905-06) on education in this Province it will be seen that most of the Lower Primary schools have unqualified *gurus*, and are without equipment or even suitable accommodation. The average remuneration, including fees and contributions of the *gurus* is said to be such as "would hardly attract a coolie" (page 19 of Mr. H. Sharp's report).

The District Officer of Noakhali, Mr. A. H. Clayton, writes—

The increase of the remuneration of Primary school teachers is a far more urgently required reform than the abolition of school fees. * * * It would not in my opinion be good policy to decree the total abolition of fees unless arrangements can be made to provide the teacher with a salary at least equal to that of an agricultural labourer, which would be impossible if the expenditure is to be limited to amounts suggested in Government letter.

The District Officer of Tippera, Mr. D. H. Lees, states that—

The aid given to Primary schools is generally a mere pittance, and the way for the abolition of fees should be prepared by the gradual absorption of the primary schools into the Board School system ; before abolishing fees the present grants-in-aid should be largely increased, and the supervising staff should be strengthened, and the Primary schools should be brought under some sort of control.

The District Officer of Chittagong, Mr. F. P. Dixon says that—

In order to supply free education in elementary schools it is necessary to provide, in addition to buildings a staff of teachers adequately paid, and a sufficiently strong inspecting staff.

Several of the other replies received dwell upon the necessity for raising the standard of primary education. My own opinion is that the elementary education given in the Lower Primary schools in Bengal is of an extremely poor quality, and that Government will find it impossible to make it free without raising its standard. That is being effected gradually, and must take time, but the funds so far made available will not go nearly far enough in securing the provision of adequately paid and qualified teachers as well as reasonable equipment and accommodation. The backwardness of elementary education in ordinary village schools in Bengal in my opinion presents an obstacle to the introduction *per saltum* of the policy indicated. The improvement of the quality of primary education should, I submit, be the first consideration. I have long been forced to the conclusion that the thorough improvement of the village schools is not likely to be effected till they are converted into Board schools. I consider therefore that the financial aspect is not limited merely to the amount of fees which are estimated as being received under the present system.

5. I will now reply to the points raised in the Government of India's letter. In paragraph 6 (*a*) it is said that it is not intended to include the primary departments of secondary schools. I beg to invite attention to the letter of the Chittagong Association (composed of middle and upper class Hindus) on this point. They urge that primary education given in secondary schools should be free also. I think there are many disadvantages in the Bengal system of High schools with primary departments. I would adopt the Bombay system, and have all primary education in Primary schools. The lower classes of aided High schools have already become attenuated by the limitation of the teaching of English in the curriculum. The proposal now made will attenuate them still more. So I think that the Government proposal on this point should be accepted, though it will be very unpopular with the classes referred to.

6. Middle Vernacular schools might well be included in the proposed abolition of fees as in paragraph 6 (*c*) of the Government letter. English is taught optionally in most of them in Bengal, I believe, but they are usually attended by the poorer class of boys, and the education given at them is usually inferior to that given in the corresponding classes in High schools.

7. In paragraph 7 of the letter it is proposed that the abolition of all fees must be insisted on as a necessary condition of receiving any aid at all, and that no attempt should be made to introduce a special grant calculated upon the fees formerly charged in each school, but that the scale of grants should be raised as a whole. As to this, I have to say that figures of fees and contributions to Primary schools, so far as they affect this province, are of the most doubtful character. It is difficult, if not impossible, to estimate what the figures are approximately. My opinion is that the figures given are much below the truth. The Director of this Province in his last report (page 19) states:—"It is impossible to calculate the average emolument (from fees and from grants) which the village *guru* enjoys, but the Inspector, Dacca Division, places it at R4-10 (a month). It is important to note that this sum is probably doubled in many cases by the performance of other duties (the copying of deeds, etc.,) by agriculture or by free board." He is often also the private tutor of the boys of the chief man or of some of the chief men of the village. No doubt, when fees are abolished some of these perquisites or additional payments will remain, but the contributions of the villagers in kind at harvest time which are common in these districts are likely in time to diminish greatly, if not to cease altogether, with a Government order abolishing fees. In that case the last state of the *guru's* position may be worse than the first, and he may in consequence close the school. If many did this, there would be widespread consternation. I would therefore leave it to the *guru* or managers to say whether they would take an extra grant in compensation for the abolition of all fees, or go on as before with the existing grants, say for two years, when the new system would have to come into force. To see that the abolition of fees is already carried out it will be necessary to increase considerably the inspecting staff, as several officers have pointed out.

8. As to girls' schools I think it might be provided at once that all fees should be abolished, but that charges should be leviable for conveyance. In most girls' schools in Bengal it is found necessary to have an omnibus to collect the girls and to take them home. At the girls' school at Chittagong the cost of conveyance exceeds R100 a month.

9. In paragraph 12 of their letter the Government of India say that while the abolition of fees will remove one of the obstacles to the wider spread of primary education, they do not expect it to result at once in a great increase of the number of children at school. That is not the general opinion of those consulted in this division, nor is it mine. I think that an order directing the abolition of fees would result in great additional numbers of boys pressing into the schools, so far at least as the Regulation districts of the division are concerned.

10. As to the provision of books and other school requisites, I would not take this up until the system of the abolition of fees has been well started.

11. The Governor General in Council is disposed to think that it will be desirable to introduce the abolition of fees *per saltum* if it is financially possible. My suggestion is that it should not be introduced *per saltum*, but only to those schools which reach a certain standard of efficiency. The conditions of that standard should be a qualified teacher or teachers; the provision of a sufficient salary for him; a suitable school house and equipment. I would begin with Lower Primary schools and the Lower Primary standards in Upper Primary and Middle Vernacular schools, and extend the system above the Lower Primary standards as funds become available. This would, as I understand, be following the lines adopted in Japan in regard to the abolition of fees (*vide* Mr. W. H. Sharp's work already quoted, page 114).

From A. H. CLAYTON, Esq., I.C.S., Officiating Magistrate, Noakhali, to the Commissioner of Chittagong, no. 112, dated the 28th January 1907.

In reply to your Memorandum no. 13-M., dated the 10th January 1907, forwarding a copy of Government letter no. 887, dated the 22nd December 1906, in the matter of the abolition of fees in Primary schools for an expression of my opinion, I have the honour to submit the following report.

The Primary schools of this district are in almost all cases the private ventures of the teacher. A few selected Upper Primary schools obtain monthly stipends varying from R4 to R8 and in backward localities some Lower Primary schools also received grants of R4. The great majority of Primary schools receive only monthly allowances of one or two rupees with a further grant at the end of the year not exceeding on the whole one-third of the monthly allowance. The amount available for expenditure on boys' Primary schools is R19,000 only, and this is distributed among about 1,000 schools with 33,000 pupils. The teachers supplement their grants with small and irregular contributions from the parents of their pupils, and the District Board is not concerned to enquire whether they obtain a living wage.

3. If the teachers are debarred from taking fees or other contributions from the parents of their pupils, it will be necessary for Government to make provision for proper salaries for the teachers as well as for the school buildings and appliances. In the District Boards' Middle schools the cost per pupil last year was R9-15, and in aided Middle schools R6-11 (English) and R6-14 (Vernacular). If the fees in Primary and Middle Vernacular schools are abolished and the schools come entirely under Government management, as they are I think bound to do, the average cost per pupil is not likely to be much less than R5.

4. Besides the 33,144 boys in Primary schools, there are 2,373 boys in Middle Vernacular schools and 1,252 boys in primary classes of Middle English schools who would probably also have to be provided for, and it may fairly be anticipated that the abolition of fees would lead to an increase of 30 per cent. on this number within a few years, making about 50,000 in all. If the cost per pupil be taken to be R5, this would involve an expenditure of R2,50,000 on boys' Primary schools in this district.

5. As regards girls' schools, the number last year was only 184, with 3,140 pupils, but if the principle is accepted that Government is to provide free schools for girls in any villages where a small number of girls can be persuaded to attend, it is probable that persons desirous of obtaining the post of school masters would succeed in starting many such schools with a small number of pupils, and the cost involved on this account would also be considerable.

6. The amount available from District Board Funds in aid of Primary schools is about R21,000. The cost of maintaining publicly-managed schools for the 35,517 boys now in Primary and Middle Vernacular schools may be taken to be R1,77,585 and the cost of maintaining the 184 girls' schools at not less than R27,600. The proposal made in the Government letter would consequently be likely to involve an immediate additional expenditure of R1,83,000 apart from the natural increase in numbers which may be expected to result from the abolition of fees. In the case of boys such an increase may be confidently expected, unless the number of schools is greatly reduced and the attendance of pupils is made more difficult by the increase in the distance of the schools from their homes. In the case of girls' school this difficulty is of greater importance, and I doubt whether the increase in number will be very great unless Government is willing to maintain a very large number of schools in proportion to the number of girls attending them.

7. If Government is prepared to find the required funds, there is nothing to be said against the proposal. There is no doubt that publicly-managed schools would be infinitely superior to the Primary schools now maintained by the teachers themselves. The few schools which receive monthly stipends of R6 are generally fairly efficient, but the condition of the majority is very unsatisfactory. With the increasing number of trained *gurus* available, the principal obstacle to the progress of those schools is the inadequacy of funds available for supplying monthly stipends. An additional grant of R48,000 per annum would enable the District Board to pay stipends at an average rate of R5 monthly for every 35 boys, which, with the income derived from fees might be sufficient for the maintenance of the schools in efficient condition.

In this district the increase of the remuneration of primary school teachers is a far more urgently required reform than the abolition of the school fees. If the stipends are made dependent upon the number of pupils and the general efficiency of the school it will be in the interests of the teachers to receive the children of poor parents without fees, and this might be made obligatory for a certain percentage of the boys in the school, and in this way the principal advantage expected from the abolition of fees might be secured.

9. It would not in my opinion be good policy to decree the total abolition of fees unless arrangements can be made to provide the teachers with a salary at least equal to that of an agricultural labourer, which would be impossible if the expenditure is to be limited to the amount suggested in the Government letter under reference.

From Maulvi Abdul Hashem Khan Chaudhury, Secretary to the Muhammadan Education Society, Chittagong, to the Commissioner of Chittagong Division, no. 55, dated the 31st January 1907.

With reference to your no. 42-M., dated the 18th January 1907, requesting this Society to express its views on the points raised in the letter no. 887, dated the 22nd November 1906, of the Government of India, I have the honour to report as follows:—

The proposal to abolish fees in Primary school will be welcomed as a step in the direction of universal Primary education and will undoubtedly remove a hindrance to more numerous attendance in our Primary schools.

In defining the scope of the measure, the Government of India propose that fees should be abolished in Primary and Middle Vernacular schools but not in the Primary departments of Secondary schools which has a curriculum different from that of European schools. The several classes of ordinary schools are (1) High English schools, (2) Middle English schools, (3) Middle Vernacular schools, (4) Upper Primary schools, (5) Lower Primary schools. Of these first three are known as Secondary schools and the last two as Primary schools. The Government of India chose to call the Middle Vernacular schools as superior forms of Primary schools. This is both natural and in keeping with the actual facts. As laid down in the proposal, the High English schools and Middle English schools will not be affected by the proposed abolition of fees. These schools differ from the others mainly in the fact that they teach English in addition to the ordinary Vernacular subjects, and there is nothing to be objected to if the boys in these schools be required to pay fees.

About the cost of the scheme, there is reason to apprehend that it will in actual facts prove much more than seems at present to be anticipated. The Government of India admits that the statistics of the fee receipts cannot be supposed to represent the total actual receipts by the teachers. If fees are abolished, all the present aided schools will be changed into Board schools. At present, in addition to fees from the boys, the teachers very often receive payments in kind or by way of free board. He moreover enjoys the advantage of living at his own home. When fees will be abolished the teacher will be a servant of the Board, and will be liable to transfer from one place to another. Naturally he will expect a higher rate of allowance than he receives at present. Let us consider the particular case of this district. There are here about 29 Middle Vernacular, 142 Upper Primary and about 886 Lower Primary schools. Of these 28, 140, 832 are managed by or aided from public funds. Allowing R40, R18, R8 as the monthly cost of a Middle Vernacular and Upper Primary and Lower Primary schools respectively, the total cost for this district will amount to—

28×40=1,120	12	13,440
140×18=2,520	12	30,240
832× 8=6,656	12	79,872
		1,23,552

The total available grant for primary education in this district is about R24,000. So that the additional grant required in order to maintain such a large number of schools will in round numbers amount to about R1,00,000 annually. It is not known whether the Government of India is prepared to make such large grants. But something may be done in the way of concentration. The average number of pupils per each of the schools in question at present is not larger than 40. The normal figures in Middle Vernacular, Upper Primary and Lower Primary respectively may well be put down at 100, 80 and 60. So that some of the schools which are at present aided from public funds may be left out for the benefit of the rest. This leads to another important question—whether the abolition of fees will help to increase the attendance in the primary schools.

There are two possible ways in which this increase can be effected (1) by pupils coming from private schools, (2) by boys who did not read before now coming in for education when rendered costless. It goes without saying that when fees are abolished in aided schools many of the private schools, which are mere mercenary concerns, are sure to be wound up. The boys coming to the schools where more efficient instruction is imparted free of cost. But as has been shown above in bringing the scheme to practice a certain amount of concentration may be found to be necessary. The question will then arise whether the distance of the schools will not injuriously affect the rise in the school population. Much will depend upon the judicious selection of the sites for the schools which are to be aided from public funds, much will depend upon the local condition, but if no severe curtailment of the total number of aided school is attempted, the boon of free instruction may be reckoned upon to prevail over the disadvantages of the comparatively greater distance of the schools.

From the Secretary to the Chittagong Association, to the Commissioner of the Chittagong Division, Chittagong.

I have the honour to forward to you the following views of the Association adopted in a meeting of the Association which took place on the 8th February 1907, regarding the Government proposal for the abolition of fees in Primary schools.

1. This Association acknowledges, without hesitation, that the proposed scheme of imparting free Education in primary schools in this country is quite consistent with the traditions of India, and is further justified by precedents adopted successfully in other countries.

2. At the same time, the Association is of opinion that an educational scheme that will affect the masses counted by millions and is sure to unsettle the existing organisations, private, public and semi-public, should not be undertaken by the Government unless the question of finance is settled in the first instance. An Education scheme once inaugurated by Government is like crossing the Rubicon, and any wavering on financial grounds will be disastrous to the people for whom the boon is intended. Any estimate by Government through the present Educational agency will be misleading.

3. The proposal for the retention of fees in the primary departments of Secondary schools does not commend itself to the Association. It is opposed to the policy of universal primary education indicated in the letter, and there seems to be no sufficient reason to treat the primary branches of Secondary schools in a way different from what has been suggested to be done in regard to the unaided schools to wish to give them the option of coming on to the list of aided schools and receiving aid at the full rates subject to the usual conditions.

4. The Association ventures to suggest that while abolition of fees in Middle Vernacular schools will facilitate the primary education of the masses, the schools themselves should be remodelled according to the method followed in Madras by making the teaching of English up to a certain standard compulsory. The need for primary education once admitted any further classification like vernacular and English in the case of people under English rule appear to be superfluous and unnecessary.

5. The proposal to insist on the abolition of fees in the case of aided schools by providing for a corresponding increase in the amount of the grants-in-aid, is above criticism. But the Association is afraid that the policy proposed to be followed in the case of schools under private management is liable to misconstruction. The idea of introducing a scale of grants without any reference to the fees formerly charged and received on the whole income derived from such fees and voluntary contributions and public subscriptions will not have the effect of popularising a scheme of such far-reaching consequence. On the contrary the Association begs leave to point out that the managers of such private schools should be compensated not only for the actual loss incurred by them by the loss of fees, but the scheme of compensation should be adjusted with further reference to the fact that they shall have to keep up a competent staff to cope with the increase in the number of students—a sure consequence of the free education system. The Association fully endorses the view that if Board and aided schools cease to charge fees, the unaided schools in their neighbourhood, if they choose to exist at all, should be compelled to enter the list of aided schools. The existence and maintenance of these private institutions in places where they are at present located is felt by the public to be essentially necessary. It is therefore submitted that the allotment of compensation to these institutions should be made on a liberal scale to cover their present losses and probable future increase in expenditure.

6. It is at present impossible to make any conjecture approximating accuracy as to the increase in the number of boys that is likely to come about by the abolition of fees. But the Association begs to observe that if it should happen that the Government finds itself unable to provide for a scheme of universal free primary education, owing to financial considerations it should not hesitate to introduce a partial education scheme to meet the urgent need of boys belonging to poorer classes who are backward in Education.

7. The Association observes that no exception can be taken to the policy of giving free education in Primary and Middle Vernacular schools, but its beneficial results will in a large measure depend upon the sufficiency of funds available for the maintenance of such institutions on a sound and workable standard. It is apprehended that the scheme, otherwise laudable, will not be appreciated by the public unless an assurance is given on the following points:—

(*i*) That the number of existing institutions that teach up to the Primary and Middle Vernacular standard is not curtailed.

(*ii*) That provisions will be made for the increase of such institutions according to local needs, and in deciding this question, preference will be given to the representations by the leading and responsible men of the localities concerned.

(*iii*) That in case it appears to be necessary to limit the number of students that should be educated in each school, as has been done in the case of High English schools by the new University regulations, provision will be made to increase the number of institutions accordingly.

(*iv*) That, above all, financial consideration will not stand in the way of giving full effect to the policy of spreading free education among the masses.

8. While suggesting the aforesaid limitations as regards the scheme of universal free education in Primary and Middle Vernacular schools, the Association begs not to be understood as opposed to the partial introduction of the scheme in suitable areas, provided they are selected in such a way as not to interfere with or extinguish similar institutions existng in neighbouring localities. The gradual advance in the line will have the additional advantage of placing the Government in a position to consider whether the universal enforcement of the scheme is financially possible.

9. The Association also considers that in case the grant does not cover the previous income derived from fees, the continuance of the school will depend upon recouping the deficit from public subscription and this will indirectly lead to throw the burden upon the public in another shape. The Association is also afraid that in most cases it will be almost impossible to raise the deficit by further contributions from the public than are at present available.

From D. H. LEES, Esq., Magistrate of Tippera, to the Commissioner of the Chittagong Division, no. 361-M., dated the 19th February 1907.

With reference to your memorandum no. 12-M., dated the 10th January 1907, forwarding copy of Government of India's letter on the subject of the abolition of fees in primary schools, I have the honour to reply as follows:—

2. The total number of Lower Primary schools in this district is 1,606, *viz.*, 1,174 for boys and 432 for girls, and the number of Upper Primary schools is 261, of which only 2 are for girls. These schools are generally started by the teachers with the assistance of influential men in the villages in whose houses the schools are often held. Practically no control is exercised over these schools by the District Board, which gives small grants-in-aid under the name of subsistence allowance. The average amount given as subsistence allowance to a Lower Primary school in 1905-06 was only R16 a year, the highest amount given being R30 and the lowest amount R6. The aid given to Primary schools is generally a mere pittance. The total amount given in aid to Primary school in this district from Government, District Board and Municipal funds in 1905-06 was only about R39,000, whereas the fees obtained by the teachers were about double this.

3. I am in favour of the abolition of fees in Primary schools, but in view of the backward state of primary education and the almost entire absence of control over the Primary schools, I am of opinion that the way should be prepared by the gradual absorption of the Primary schools into the Board school system. I think that before abolishing fees, the present grants-in-aid should be largely increased, the supervising staff should be strengthened, and the Primary schools should be brought under some sort of control. At present, there is only one Deputy Inspector of Schools for this district, which has a population of over 2 millions of people. The charges of the Sub-Inspectors are also far too large. The administration of a system under which large grants are to be given to replace fees will require a far larger staff than exists at present.

4. There are only 32 Middle Vernacular schools in this district, of which only one is a girls' school. It is unnecessary therefore to make any special remarks about these schools.

5. I do not think that books and other school requisites should be supplied for the use of children without charge.

From Khan Bahadur Maulvi BUZLER ROHIM, B.L., Secretary, Islamia Association, Noakhali, to the Commissioner of the Chittagong Division, Chittagong, no. 156, dated the 25th February 1907.

In reply to your memorandum asking my opinion about the abolition of fees in primary schools, I have the honour to inform you that I fully agree with the views expressed in India Government Circular no. 887 about the abolition of fees in Primary schools. Although the abolition of fees in primary schools may not produce the desired effect at once, but ultimately this will increase the number of children in primary schools. The poorer classes are unable at present to pay the fee and the necessary expenses in educating their boys; abolition of fees will remove one of the impediments to the expansion of primary education against the poorer classes.

From the Joint Secretary, Anjuman-i-Islamia, Comilla, to the Commissioner of the Chittagong Division, no. 196, dated the 1st March 1907.

With reference to your office memo. no. 44-M., dated the 18th January 1907, forwarding copy of the India Home Government letter no. 887, dated the 22nd November 1906, on the subject of the abolition of fees in Primary schools, and inviting the opinion of the Anjuman-i-Islamia of Comilla on the points raised therein, I have been directed by the members of the said Anjuman to state as follows.

The Anjuman fully appreciates the solicitude of the Government of India to place primary education within the reach of all classes of people by the abolition of fees in Primary schools. This Association feels convinced that the measure in contemplation will be hailed with delight in this province and by none with greater enthusiasm than the Muhammadans, who by reason of their immense numerical superiority will doubtless enjoy the greatest benefit from the measure when it is carried into effect.

The bulk of the Muhammadan population is mostly occupied with rural pursuits, of these only the better-to-do classes send their children to Primary schools: The others, though not regarding education with prejudice, look askance at any project which

threatens to entail an outlay, however small, on their very modest income. The Anjuman hopes that the measure now under consideration will be availed of by this class of people within a measurable space of time.

The Anjuman is in full agreement with the Government of India that the abolition of fees should be extended to primary departments of the secondary schools, which are practically undistinguishable from ordinary Primary schools, for the reason that a large number of boys is attracted to the primary departments of Secondary schools by reason of the admittedly better teaching and coaching which such institution affords.

With regard to the conversion of the Aided into free Primary schools, by reasonable increase in grants-in-aid, the Anjuman is practically at one with the Government of India. But the Anjuman begs to suggest that the Government should be prepared to meet the expenses of a prompt and wholesale conversion throughout the province and that the Government aid must in all cases be sufficiently large to maintain the efficiency of the teaching staff.

The Anjuman hopes that in giving effect to the proposed scheme the Government should rely on its own resources and must not count upon public charity. It is quite possible that private ventures may be slackened and the primary schools thrown upon their only resource, *viz.*, grants-in-aid. It may be pointed out that considerable diversion of voluntary contribution has been caused in several quarters by the institutions on so-called national bases.

The Anjuman is of opinion that all unaided schools, except those that are already free, will in due course of time come on the list of aided schools or die a natural death.

Finally, the Anjuman begs to submit that the expansion of primary education is in the main a financial question, and that will be quite feasible on the part of the Government to bring about the desired result if the project in contemplation is carried into effect. The Anjuman notes with satisfaction that the great bulk of the rural Muhammadan population is gradually awakening itself to the need and utility of education, and hopes it will catch with avidity any opportunity that it will find within reach. The Muhammadans have come to see how their more educated neighbours of the other community have distanced them in the race of life and are eager to avail of the benefits of education.

From the Secretary to the Islam Association, Chittagong, to the Commissioner of the Chittagong Division, no. 13-G., dated the 18th March 1907.

With reference to your memo. no. 222-M., dated the 13th March 1907, and your letter no. 41-M., dated the 18th January 1907, I have the honour to submit, in reply, a copy of the Resolution of the Islam Association held on the 17th March 1907, which will clearly explain the views entertained by this Association regarding the spread of mass Primary education.

Copy of the Resolution passed at the Islam Association held on the 17th March 1907.

1. The Circular no. 887, dated the 22nd November 1906, was put to the meeting:—

Resolved that this Association approves the proposal of the Government of India as a step conducive to universal mass education subject to the following conditions:—

(*i*) That the number of existing Primary schools is not, in the opinion of the Association, sufficient for the requirements, and no attempt should be made to reduce the number, but provision be made for expansion whenever necessary.

2. That of the two views that may be taken of the question of Primary education, *viz.*, (1) concentration for the sake of efficiency, (2) increasing the number of schools for the sake of bringing education within the reach of the people at large. This Association is of opinion that expansion should not be sacrificed on the score of efficiency.

2. That above all, financial consideration will not stand in the way of giving full effect to the policy of spreading free education among the masses.

4. The Association is of opinion that the estimate of R33,92,010, is quite inadequate for the project, and the above figures do not represent the value of the advantages at present derived by the teachers from private sources

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From F. P. Dixon, Esq., I.C.S., Magistrate, Chittagong, to the Commissioner of the Chittagong Division, no. 492, dated the 18th April 1907.

With reference to your memo. no. 11-M., dated the 10th January 1907, forwarding for report a copy of Government letter no. 170-74, dated the 7th January 1907, on the subject of the abolition of Primary school fees, I have the honour to reply as follows:—

In this district the majority of Primary schools are private ventures, but in good many cases they are partly supported by local voluntary contribution.

In 1906-07 there were in this district 677 Lower Primary schools in receipt of aid and 52 receiving no aid, 133 Upper Primary schools receiving aid and one receiving no aid, and 55 Middle Vernacular schools. During the year the total contributions by the District Board, the Municipalities and by Government (*khas mahal* and otherwise) amounted to ₨26,093.

I have the honour to say that in my opinion such schools as it is intended to make free, should be made free at once, and not in part or by degrees, only such being made free as are in receipt of (or are qualified hereafter for) Government aid, and as it seems probable that the cost of making schools free will exceed the amount at the immediate disposal of Government, the relief from fees should be first applied to selected schools, the others remaining in receipt of Government aid as at present until sufficient funds can be allotted to suffice for all.

In order to supply free education in elementary schools it is necessary to provide, in addition to buildings, a staff of teachers adequately paid and a sufficiently strong inspecting staff to see that the teachers perform their duties and that no fees are allowed to be levied.

The proper scale of teachers and of their salaries and of the inspecting staff should be settled provincially by the Education Department.

I have the honour to say that I think the abolition of fees will undoubtedly result in the increase, probably large and immediate, of the numbers of pupils at elementary schools. I do not think the fees should be abolished for the elementary classes of higher schools, though the maintenance of fees for all classes in these schools will probably result in the increase of the number of pupils in Primary schools and the falling off of those in the elementary classes at higher schools.

I have the honour to say that I do not think that books and other school requisites should be supplied free.

From R. NATHAN, Esq., I.C.S., C.I.E., Officiating Commissioner, Dacca Division, to the Chief Secretary to the Government of Eastern Bengal and Assam, Education Department, no. 208-G., dated the 21st April 1907.

I have the honour to refer to your memorandum no. 170-74C., dated the 7th January 1907, in which you ask for an expression of opinion on the letter from the Government of India in the Home Department, no. 887 (Education), dated the 22nd November 1906, on the subject of the abolition of fees in Primary schools.

2. Two arithmetical comparisons will show at once that the problems raised by the proposals of the Government of India concern Bengal (including both the eastern and western portions) far more deeply than any other part of India. Out of the 30 lakhs of rupees realised as vernacular school fees from all the provinces of India, 18⅓ lakhs belong to Bengal; out of a total number of 56 thousand aided Primary schools 34 thousand are situated in Bengal. In provinces where the majority of schools are under public management, and where the fees levied form a minor item in the Primary school funds, the proposals present no great difficulty and involve no far-reaching change. But in Bengal not only are the financial questions of great magnitude but the proposals cannot fail to result in a radical alteration in the attitude of the Government towards the whole system of primary education.

3. In order to realize the effect of the proposal on this part of India, it is necessary carefully to bear in mind the character of the local Lower Primary school. Here the typical school is the school of the village *guru*, who settles in any place where he thinks he can eke out a livelihood. He is lent or obtains somehow a hut, a verandah, or the shade of a tree; he collects around him a few children, whose parents pay him small money fee and occasional presents in kind; and finally he receives a dole which may amount only to one or two rupees a month from the Government, granted to him in the hope that he will improve his methods and will follow a course of instruction laid down by the Education Department. In the half century that has elapsed since a system of public instruction was inaugurated in India, the *guru's* progress has been lamentably slow, and it must be confessed that the Bengal aided village school is one of the failures of our educational system.

4. It follows from the above considerations that phrases such as "it would be impossible to leave the application of a general policy of abolishing fees to the discretion of the managers" and "in the adjustment of the grant-in-aid so as to compensate managers for the loss of fees," which occur in the Government of India's letter, have no application to the typical school of this part of India. There are no managers. We have only the village *guru*, who has hitherto maintained himself in the manner described above, and who must with the abolition of fees become the paid servant of the Government or of the District Board In the Dacca Division we have two Boards, 4,349 aided and 1,396 unaided Lower Primary schools for boys. In 1903-04 the total

recorded expenditure on the aided schools amounted to R2,80,000, and only one-eleventh of this total was derived from subscriptions and endowments. Moreover, the subscriptions and endowments belong in many cases to special classes of schools (*e.g.*, mission schools) which are outside the main educational system.

5. In paragraph 14 of their letter the Government of India contemplate that one of the most probable and most costly of the ulterior effects of abolishing fees will be the absorption of a large proportion of the aided schools into the Board school system. It appears to me that this is the necessary and immediate corollary of abolishing fees in the Bengal *pathsalas*. At present the *guru* subsists from fees and Government grants, take away the former and he becomes a mere salaried servant of the Government. This being so the Government, or the District Board as their agent, must inevitably assume the control and management of the school of which it bears the entire cost. The only non-Government feature that will remain will be the private hut or veranda that shelters some of the schools, and this we are doing away with as fast as we can by providing Primary school buildings and equipment at Government expense. The schools will thus be maintained in exactly the same manner as the Board schools in other parts of India, and they will have to be managed on similar lines. The first great effect of the abolition of fees would thus be to convert at least two-thirds of the aided Lower Primary schools in India into Board schools. If money can be found for the change it should be cordially welcomed, for the aided Primary schools of Bengal have been a failure and the Board schools in other parts of India give a far better education. But the aided *guru* system is deeply engrained in Bengal, and I conceive that the change may not be effected without opposition.

6. But the great difficulty is the expense. The immediate expenditure entailed appears to me to have been underestimated. The Government of India notice in paragraph 9, and at greater length in paragraph 13, that teachers sometimes collect fees in kind as well as in cash, but I do not think that they allow sufficiently for the circumstance that this is the prevailing custom in the part of India that yields nearly two-thirds both of the aided schools and of the cash fees. The Dacca Division may be taken as an illustration. According to the published statements, each Lower Primary school costs on an average R57 a year, or less than R5 a month. Supposing that the whole amount is devoted to the use of the *guru*, this is not a living wage in Eastern Bengal. It is obvious that the *guru* receives considerably more than the statements show, and doubtless the difference consists mainly in the presents in kind which it is the custom to make on various occasions. In paragraph 13 of their letter the Government of India rightly affirm that when fees are abolished presents in kind must also be discontinued, and that an allowance must be made on this account in fixing the grant. I do not think that the expenditure on an Eastern Bengal school, including the emoluments of the *guru*, should be fixed at a lesser sum than R10 a month. To provide this amount would add very greatly to the cost. Taking the figures for 1904-05, the expenditure to be borne by public funds for the aided Lower Primary schools would amount to R5,22,120, as compared with R88,988 actually expended from this source, or an immediate increase of $4\frac{1}{3}$ lakhs in one division. On the same basis the immediate annual increase for aided Lower Primary boys' schools throughout the province would be over 12 lakhs. If we add Upper Primary and Middle Vernacular schools the figure will of course be much higher. Again, the Government of India recognize freely that the ultimate additional expenditure is likely to be much greater than that to be incurred at the outset, for once Government take over the schools they will be compelled to level up the standard to something like that of the public managed schools of other provinces. I have not the means at my disposal to make anything like an accurate calculation of what the additional expenditure, immediate and ultimate, of abolishing fees in this province is likely to be, but I fear that it could not be incurred without a larger grant from Imperial revenues than we are likely to get.

7. One would, however, be very loath to abandon a scheme which promises so much, and a solution can perhaps be found on the lines of the proposals for establishing a network of "first class" Primary schools made in Mr. Sharp's letter, to Government, no. 638, dated the 13th September 1906. In paragraph 16 of their letter, the Government of India discuss the possibility of beginning by abolishing fees in lower classes only, but they do not appear to have contemplated the expedient of selecting particular schools for fee abolition. The obvious objection to such an arrangement is that it may be considered unfair to give free education in some schools and not in others. But if we cannot afford to do the whole thing at once, we must begin with some partial arrangement, and the objection would be much diminished if the privilege were given to specially improved schools. There would be a tendency for boys to leave the fee-paying for the free schools, but it would be less expensive to provide for them in more central schools than in the many thousand schools averaging only 26 pupils each which are scattered broadcast over the province. Moreover, if such an influx does take place, it will materially assist the greatly needed concentration which is the basis of Mr. Sharp's plan for gradually providing the province with a complete system of efficient Primary schools. We might, however, have to face some trouble with the *gurus* who find themselves deprived of pupils.

8. I have already dealt with some of the particular points raised in the Government of India's letter, and have only the following to add :—

(a) I do not think that the primary departments of aided schools need be included in the scheme.

(b) I am doubtful about European schools, as there are some poor schools in Calcutta and other large centres which come under the European Schools Code and might perhaps reasonably claim the privilege which it is proposed to extend to other classes of the community.

(c) There appears to me to be less cause for abolishing fees in Middle Vernacular schools than in Primary schools, and they might well wait until we ascertain how much we can afford to do.

9. In accordance with the instructions of Government, my predecessor consulted Mr. Allen (Collector of Dacca), Rai Kali Prasanna Ghosh, Bahadur, and Babu Mathura Nath Chatterjee (retired Inspector of Schools). Their replies are appended to this letter. It is somewhat remarkable that both the Indian gentlemen are opposed to the entire abolition of fees in Primary schools.

From B. C. ALLEN, Esq., I.C.S., Magistrate of Dacca, to the Commissioner of the Dacca Division, no. 584, dated the 25th February 1907.

I have the honour to acknowledge the receipt of letter no. 887, dated the 22nd November 1906, from the Government of India in the Home Department on the subject of the abolition of fees in Primary schools forwarded with your memorandum no. 2442G., dated the 24th ultimo. I have submitted the letter to the three senior Deputy Magistrates at Sadar and the Sub-Divisional Officer, Munshiganj, and now proceed to reply to the various points raised.

2. From one point of view the change proposed is undoubtedly to be welcomed, inasmuch as it partakes of the nature of a remission of taxation. The financial condition of the Indian Empire during the last few years has been satisfactory, and anything that tends to reduce the amount that is taken from the pockets of the people must undoubtedly be welcomed. But there are two objections to the form of remission now proposed. In the first place, it is difficult to estimate the liability which Government is now proposing to incur. The immediate amount is but some thirty lakhs of rupees, but it is probable that this charge will subsequently be largely increased. Further, the relief afforded will be very uneven in its incidence. Bengal will profit to the extent of 18 lakhs of rupees, or considerably more than half the total amount remitted. I now proceed to discuss the various points raised in the letter *seriatim*.

3. *Paragraph 6.*—I approve of the principles laid down in the paragraph with regard to the retention of fees in the primary classes of Secondary schools. The effect of this proposal will doubtless be to very greatly diminish the number of pupils reading in these classes. This will of course add to the cost of the proposed scheme, but in other respects does not seem to be open to objection. In this district there are no primary departments of Secondary schools under separate management.

Paragraph 6b.—I agree that fees should not be abolished in Primary schools for Europeans.

Paragraph 6c.—I would deprecate the abolition of fees both in Middle Vernacular and Upper Primary schools. It may, I think, be safely conceded that no one is the worse for being able to read and write and cypher. But it is not equally certain that education of a higher standard is necessarily a blessing. The majority of mankind must of necessity occupy humble positions, and be engaged in humble tasks. It is doubtful whether the smatterings of a literary education materially increase the happiness of persons so employed. The principal function of these people is to cultivate the ground, and this they can learn better in their own homes and villages than at school. I would not propose to restrict the facilities for education that the people now enjoy, but I doubt whether it is necessary to offer them any special inducements to proceed beyond the lowest stages. I have had some experience of communities where education is almost unknown, and the people seemed to me to lead very happy lives. There is much force, I would submit, in the injunction of the catechism that we should do our duty in that stage of life into which it has pleased God to call us, and I doubt whether people are made much happier by the gospel of discontent.

4. *Paragraph 7.*—As far as this district is concerned, there does not seem to be any reason for making any exception to the proposed rule that aided schools will not be allowed to charge fees.

5. *Paragraph 11.*—The Government of India are, I think, correct in assuming that unaided schools will not as a rule be able to continue charging fees after they have been abolished in Board and aided schools. This will not, however, entail very much

additional expenditure as far as this district is concerned, as will be seen from the following statement:—

Unaided Schools.

Number.		Fees realized.
		R
Middle	3	1,085
Vernacular—		
Upper Primary	5	68
Lower Primary	164	1,944
Total	172	3,097

6. *Paragraph 12.*—The Government of India do not expect that the abolition of fees will at once result in a great increase in the number of children at school. I find that this opinion is not shared by the Deputy Magistrates whom I have consulted. The Sub-Divisional Officer of Munshiganj writes "with due deference to the opinion expressed by the Government, I beg to differ from it. The value of education is now so well understood even by the masses that where they have to keep their children from school they do it with a sigh, and wherever I have made enquiries the answer has been—" Sir, I cannot give him food to eat, how can I send him to school." Munshiganj, I admit, is a quite exceptional place, and it would not be safe to argue from that sub-division to the rest of Dacca, much less to the whole of India, but I am inclined to doubt whether the Supreme Government do not a little underestimate the extent to which education and its corresponding cost will be increased by the abolition of school fees. Study undoubtedly is irksome, and boys will no doubt often endeavour to stay away from school. But a knowledge of reading, writing, and arithmetic is of undoubted assistance to the raiyat in the management of his affairs, and there will I think be a gradually increasing tendency to send their boys to school, if they can get them taught for nothing. I notice that in Old Bengal in 1904-05 less than 30 per cent. of the boys of school-going age were attending school, and I fancy that with the abolition of fees there will be a very considerable increase in this number.

7. *Paragraph 13.*—In this part of the world I do not anticipate any special difficulty in preventing the benevolent intentions of Government from being frustrated by school masters levying contributions in kind.

8. *Paragraph 14.*—In this district the number of schools which receive voluntary contributions is only about 200, and the total amount received is only R5,747. One thousand two hundred and forty-four Primary schools are entirely supported by fees and grants. Of these, the 735 Lower Primary schools are generally poorly housed and inadequately equipped. The conversion of these schools into Board schools will undoubtedly entail a very considerable expenditure of public money.

9. *Paragraph 15.*—It is estimated that cost of supplying the 54,000 children in this district reading in Middle Vernacular and Primary schools with books and school appliances would cost about R80,000. For the whole of India, therefore, the cost would be very large. Personally, I would deprecate charging this amount to public funds. The cost per child is very small, and this very small charge could, I think, be borne without any difficulty by any cultivator. It is only the absolutely destitute who would be materially affected by this dole, and for the children of such persons it is doubtful whether education really is required. The life of the ordinary coolie is probably not a very happy one, but it is not clear that it is possible to raise all coolies in the scale of material prosperity. So long as they are compelled to exist in their present somewhat animal conditions, I would deprecate anything that would tend to diminish their animal capacity for resisting and ignoring the discomforts in which they pass their lives.

From Rai Kali Prasanna Ghosh, Bahadur, Dacca, to the Commissioner of the Dacca Division, dated the 18th February 1907.

I beg to acknowledge receipt of your no. 2442G., of the 15th ultimo, calling for an expression of my opinion on the subject of abolition of fees in Primary schools, and to submit my views on the subject as follows:—

The abolition of fees in Primary schools will, on general principles, certainly be regarded as a great boon by most people in the country. But it is a question whether at present or in the near future it will induce cultivators and day labourers, that is to say, the people whom the Government really intends to help, to send their children to such schools, simply because they shall not have to pay any fees. It is a sad fact, but nevertheless it is true, that schools in which no fees are charged, are not looked upon with any feeling of respect or confidence by people who have children to educate. Of all schools at Dacca, none is more wretched than the Abdul Ganny School, in which education is given free of all cost. It is certainly not a Primary school; but it shows in what esteem schools in which no fees are charged are generally held. While, on the other hand, there is a good number of indigenous *pathsalas* in the town, where education

on the old rural system is imparted by teachers who charge moderate fees, and they are attended even by boys clothed in rags.

In my humble opinion, it would perhaps be better for all classes of people concerned, and also for the cause of discipline to admit boys and girls free of all cost in our Primary schools only where the parents express inability to pay the fees, and pray for the boon of free education, allowing lower middle classes in good condition and better-to-do cultivators to go on, as now, paying moderate fees, instead of abolishing fees altogether. If teachers are authorised to admit any number of boys free in their schools, the object which the Government has in view will be obtained, and at the same time the Government will be in a position to know whether the comparatively well-to-do men amongst the cultivators and labourers living in villages set any value on the boon of free education. A gift that is not prayed for is generally never prized as a gift: and the gift of free education also is not likely to prove an exception to the rule in the esteem of people of the lower class.

The inference drawn from the condition of students of Sanskrit *tols* does not perhaps hold good. The *tols* students attend to their studies only for a few months in the year, and if they do not pay their teachers in money, they render them every sort of menial service, and do at times beg for their teachers, and for the sustenance of their fellow-students. The students in free Primary *pathsalas* will never have to beg for their teachers. But I beg most respectfully to state that I have grave doubts whether they will care much for the education which will be freely given to them by a benevolent Government that is so anxious about their future and think it worth their while to submit to rules of school discipline.

From Babu MATHURANATH CHATTOPADHAYA, M.A., a retired Inspector of Schools, to the Commissioner of the Dacca Division, dated the 14th February 1907.

In reference to your office memorandum no. 2442G., dated the 15th—24th ultimo, forwarding for an expression of my opinion copy of the Government of India's letter on the subject of the abolition of fees in all Primary schools, I have the honour to submit that while I fully and gratefully appreciate the generosity which has prompted the Government to propose the measure, the wholesale abolition of fees in Primary schools does not commend itself to my mind, unless the compulsory education of all children under a certain age be under contemplation. It is no doubt desirable to reduce the fee rates in these schools to a nominal sum, say one anna a month, which will give relief to poor parents and will induce them to send their children to school in larger numbers than at present; but my experience as an inspecting officer both in Bengal and Behar leads me to believe that the causes which stand in the way of the spread of primary education amongst the labouring classes are other than the requirement of a fee from their children. They are, as the Government of India truly point out, hereditary custom,—the belief that the attendance at school will prevent a boy from learning the ancestral occupation, and the fact that his father cannot spare his boy from the field or the workshop. Unless these causes can be removed the mere abolition of fees is not likely to induce the parents who belong to these categories to send their children to school; a reduction in the fee rates will no doubt afford relief to poor parents, and is likely to result in a great increase in private schools and scholars, and this is as I have stated very desirable.

2. A total abolition of fees in Primary schools is against the custom that has obtained in the country from ancient times. The *guru* remunerates himself by levying a small fee, which is paid in cash or kind or both, and the people do not feel this as a hardship and make no complaint. Indeed, so deep-rooted has become the feeling that some return is due to the *guru* for the instruction he imparts, that the payment of *guru dakshina* (that is, remuneration to the *guru* in cash or kind) is looked upon as a religious duty. Consequently, if the school be made free, the people are likely for at least some time to come to continue to make voluntary contributions to the *gurus* on special occasions, and the latter will continue to expect them. To put a stop to this practice will require an amount of espionage on the part of the subordinate inspecting officers which will interfere with their duties of inspection and examination.

3. It is true that in Sanskrit *tols* the education imparted is free; in them the pupils belong to the higher caste and their number is very small—a mere fraction compared to the vast numbers that are expected to attend Primary schools. The Adhyapak, or teacher of the Sanskrit *tols*, not only charges no fees to his pupil, but also boards and lodges them free of charge, and this attracts them to his *tol* even from a distance. He, however, remunerates himself in other ways. The maintenance of a *tol* enhances the reputation of a teacher, and his position in society is much higher than that of a mere Sanskrit scholar who keeps no *tol*. An Adhyapak (Sanskrit teacher) freely receives invitation to marriages and sradhas, where he obtains large presents (*Bidaya*) both in cash and kind. Thus in Sanskrit *tols* the pupils remunerate the teachers indirectly though they do not make any direct payments. The case of Sanskrit *tols* cannot therefore apply to Primary schools, where the *guru*, in case he imparts instruction free, cannot except any indirect remuneration from his pupils.

4. The total abolition of fees in Primary schools is likely to lead to various undesirable results. The parents or guardians are not likely to take as much interest in the education of their boys or wards as they would take if they had to pay for it. In the absence of fines for absence the boys themselves are likely to be irregular in attendance. The inter-school rules are likely to be violated more frequently than at present.

5. The grant-in-aid given to Middle Vernacular schools, like that given to Middle English and High schools, bears a certain proportion to the amount raised from local sources. This amount is made up of school fees and subscriptions collected from the people in the locality. Where the subscription is paid by a single individual, as the zamindar of the place, it is nearly always regularly paid, and can be counted upon, but where it is collected in small sums from a large number of persons it falls into arrears and becomes a precarious source of income. In this case the school fees form the bulk of the amount raised from local sources. Now, if the Middle Vernacular schools be made free, the amount from local sources will, in the majority of schools, dwindle into an insignificant sum and the Government grant in their case will have to be so raised as to cover nearly the whole cost of their maintenance. These schools will thus become practically Government schools, and all motive for self-help and exertion on the part of the people will disappear. I do not consider this as a desirable result, and I am humbly of opinion that whatever grounds there may be for the total abolition of fees in Primary schools, where the pupils are, as a rule, very poor, there are almost none in Vernacular schools, which are resorted to by a better class of pupils. In both classes of schools, however, I advocate a reduction in the fee rates and the provision of a sufficient number of free studentships for deserving poor students.

From the Secretary, Eastern Bengal Landholders Association, to the Chief Secretary to the Government of Eastern Bengal and Assam, dated the 19th April 1907.

With reference to your letter no. 158—9C., dated the 7th January 1907, forwarding a copy of the Government of India, Home Department, letter no. 887 (Education), dated the 22nd November 1906, on the subject of the abolition of fees in Primary schools, I am directed by the Committee of the Eastern Bengal Landholders Association to make the following observations:—

1. The Eastern Bengal Landholders Association is of opinion that the proposal made by the Government of India to abolish fees in Primary schools is a move in the right direction, and begs to thank the Government for the steps it intends to take.

2. Regarding paragraph 6 (*a*) of the letter of the Government of India, the Association begs to suggest that primary departments of all schools should be made free, whether they are preparatory to secondary education or stand apart from it. It does not appear that there would be any practical difficulties if primary departments of all schools be made free. This suggestion, if carried out, will cause either the abolition of primary departments in secondary schools or creation of independent Primary schools in their place or the separation of these departments from these schools. In either of the results there will be uniformity in the system.

3. The Association further considers that night schools be set up in localities where the people mostly belong to the labouring classes engaged in agricultural or low industrial pursuits, as students from these classes would find it convenient to attend them at a time when their services would not be required in the fields or workshops.

4. The Association, in conclusion, quite approves of the idea of supplying books and other school requisites to the students without charge (*re* paragraph 15, Government of India letter); and of the idea of abolishing the fees of all primary educational classes in full and not in part (*re* paragraph 16, Government of India letter).

From Maulvi Alauddin Ahmed, Secretary to the Provincial Muhammadan Association, Eastern Bengal and Assam, to the Chief Secretary to the Government of Eastern Bengal and Assam, no. 662, dated the 16th April 1907.

1. By direction of my Committee in reply to the Hon'ble Mr. P. C. Lyon's no. 158-69 of the 7th January last, on the subject of the abolition of fees in Primary schools, I have the honour to state that our Association is fully in agreement with the views entertained by the Government of India as set forth in the Hon'ble Sir H. Risley's letter no. 887 of 22nd November last.

2. I am, however, directed to bring to the notice of Government that while this Association is most desirous of free primary education, it trusts that it will not be made compulsory, at least until after some years of experience of the advantages derived from free voluntary education has been established to the satisfaction of Government and the country, and that this free education will not lead to Government interference with the religious teachings now in existence in our schools.

3. I am further directed to observe that, so far as Muhammadans are concerned, free primary education will not advance much the interests and prosperity of the community until Government will be pleased to increase the number of special scholarships and other means for the attainment of higher education by the Muhammadans. It is here, where our community is at a great disadvantage, for the majority of its members are far more poor than those of the other communities of India and are unable to further the educational advancement of their children, and it is this which retards the general advancement of the community.

4. I am therefore directed to urge that greater pecuniary assistance should be afforded to Muhammadan High Schools and Colleges and an increased number of scholarships should be allotted to students attending them, so as to reduce the amount of fees now required from parents for the maintenance of these institutions.

From F. C. HENNIKER, Esq., I.C.S., Officiating Commissioner of the Surma Valley and Hill Districts, to the Chief Secretary to the Government of Eastern Bengal and Assam, no. 2203, dated the 15th April 1907.

Letter no. 4848, dated 25th March 1907, from the Deputy Commissioner, Cachar, and enclosure.
Letter no. 1623-G., dated 27th February 1907, from the Deputy Commissioner, Sylhet, and enclosure.
Letter dated 27th February, from Rao Sahib Nava Kisor Sen.

In reply to your Memorandum no. 170-74C., dated 7th January 1907, I have the honour to forward herewith copies of replies received as marginally noted, giving opinions on the Government of India's proposal to abolish fees in all Primary and Middle Vernacular schools. It will be seen that the abolition of fees is not expected to cause much change, as the amount realised on account of fees is already very small.

2. Some of the replies received touch on such points as (1) religious instruction in schools, (2) compulsory education. These subjects, though of great importance, are not at present under discussion. The enquiry of the Government of India as to whether fees should be abolished in the primary classes of Secondary schools finds answer (in the negative) in the recorded opinion of Rao Sahib Nava Kisor Sen, who also says that all aided schools should be required to abolish fees, not have the option to refuse an increased grant and retain fees. The Rao Sahib thinks that almost every Primary school teacher in the Surma Valley will cheerfully forego both fees and fluctuating voluntary contributions for the sake of a steady grant from public funds. Only Middle Vernacular receive subscriptions of any appreciable amount. I concur in these opinions.

3. As to providing books and school requisites, I agree with the opinion that it is highly desirable to supply them. I also agree with the opinion of Maulvi Abdul Majid of Sylhet that books supplied for Muhammadan boys should have a suitable religious tone. I do not pursue this theme, as the present subject is the abolition of fees. The Government of India propose this on two grounds, *viz.*—(1) as a relief of taxation, (2) as a measure to popularise education. Muhammadans seem inclined to the opinion that certain reforms which they suggest would be even more effectual as a means for popularising education than the abolition of fees.

From the Deputy Commissioner, Cachar, to the Commissioner, Surma Valley and Hill Districts, no. 4848, dated the 25th March 1907.

In reply to your memorandum no. 357-58, dated the 23rd January 1907, on the subject of abolition of fees in Primary schools, I have the honour to send copy of a note by Babu Kamini Kumar Chanda, M.A., B.L., and to say that no reply has been received from the Silchar Anjuman.

I understand that the Education Department will furnish the information required as to the financial aspect of the Government of India's proposals.

I have no doubt that if primary education is made free the country will be greatly benefited and the spread of education will be much accelerated. As regards this district, the proposals will cause very little change, as already fees are not charged in the Lower Primary schools.

Copy of Note dated the 19th March 1907, by Babu Kamini Kumar Chanda, M.A., B.L., Silchar.

There is hardly any likelihood of there being any difference of opinion that elementary education ought to be free. There is an important matter in this connection which the Government may take into consideration, namely, whether time has not arrived for making within certain limits such education compulsory for all children of school-going age, at any rate in the case of boys in certain areas as experiment.

From the Deputy Commissioner, Sylhet, to the Commissioner, Surma Valley and Hill Districts, no. 1623-G., dated the 27th February 1907.

In reply to your memorandum no. 357-58, dated the 23rd January 1907, I have the honour to say that the abolition of all fees in Lower Primary schools will not greatly affect the existing conditions in this district. Already such schools are almost entirely supported by the Local Boards, and private schools are only started in the hope of being similarly taken over. The amount of fees realised and credited to the respective school funds is little more than nominal. The 217 Lower Primary schools maintained by the North Sylhet Local Board during 1905-06 realised only R230 in fees. It is possible that larger amounts are realised by the Pundits and not credited to the school funds; but if so the sooner this undesirable practice ceases the better.

2. I submit herewith a note on the subject by Maulvi Abdul Majid, B.L., on behalf of the Anjuman-i-Islamia.

From MAULVI SYED ABDUL MUJID, B.L., President, Anjuman-i-Islamia, Sylhet, to the Deputy Commissioner, Sylhet, dated the 14th February 1907.

With reference to your memorandum no. 1473G.—VII-1, dated the 5th January 1907, and enclosures, I have the honour to submit as follows:—

1. The proposal of the Government of India to abolish fees in Primary schools is very laudable, and will meet undoubtedly with universal approval and will remove one of the obstacles to the spread of education amongst the masses.

2. If the books are also supplied by Government free of charge, it is expected to do more good than the abolition of fees, especially in the case of Muhammadans. It has been recognised by Muhammadans all over India that the failure of Muhammadan education is partially due to the text books not being according to their tastes. This was the view of All-India Muhammadan Conference recently held at Dacca and in fact a Resolution to the effect has been unanimously adopted. Books written by Hindu authors are generally imbued with ideas and thoughts according to their own tastes, and are not unoften full of Hindu mythological names. Text books prepared under complete Government control, and to suit the taste of the pupils of all classes and creed, would prove a boon and draw more boys to the schools, and this can be better done if books are supplied by Government free of charge, as in that case the preparation will be entirely in the hands of the Government.

3. One other move that would greatly popularise primary education amongst the Muhammadans is the introduction of "Urdu" in the Primary schools, but, as this is not a matter under enquiry, I leave this matter with only a hint.

From RAO SAHIB NAVA KISOR SEN, late Deputy Inspector of Schools, Surma Valley, to the Commissioner, Surma Valley and Hill Districts, dated the 27th February 1907.

In reply to your no. 359, dated the 23rd ultimo, I have the honour to state that in the Surma Valley there is no Secondary school that has not got a primary department in it, but it is neither separately situated nor is it under separate management. It is inseparable from the Secondary school and is preparatory to the Secondary school course. There does not appear any reason whatever for classifying it as an ordinary Vernacular or Primary school.

During the whole period of my service as Deputy Inspector of Schools in the Surma Valley from the year 1865 to 1896, it was only in one year that I was required to separate primary departments from Secondary schools and to treat them in the Statistical Returns as so many separate schools of the primary class. These divisions led to great confusion and complications without yielding any compensating result. The consequence was that the practice had to be discontinued from the next following year.

In the Surma Valley, Lower Primary schools are treated as feeders to Upper Primary schools, and the latter as such to Middle Vernacular schools, and the standards in the several classes of these schools are accordingly arranged. A Middle Vernacular school is therefore the goal of all Primary school boys who do not begin there and proceed thence to Secondary schools, but finish their education there and go no further. At one time the Middle Vernacular schools were really popular institutions, but they have lost much of their popularity now, one of the causes thereof being, I suppose, the ruling that a Middle Vernacular Pass Certificate will not entitle its holder to compete for 2nd-grade Pleadership or Muktiarship Examination. If fees are abolished in these schools it is expected that they may be able to regain their popularity.

In my mind it seems advisable that all aided schools should be required to abolish fees; it should not be left to the discretion of the Managers of these schools whether they choose to retain them and forego the additional grant or abolish fees and go in for

increased aid. I am not aware that any exceptional conditions exist in any school as call for exceptional treatment in regard to that school.

As regards Lower Primary schools, they were all started by the Education Department in some cases through the help of men who were candidates for teachership. Scarcely any *bonâ fide* voluntary contributions were received from the people except in the shape of the cost of constructing school buildings and in some cases affording free lodging and boarding to teachers. In some cases the teachers themselves built school houses at their own expenses. Instances were not very rare that in some places children were supplied with class books as encouragement to their parents to send them to school. It was not in many places that payments in kind were made. Where they were at all made, they were given as payments in lieu of fees. The teacher's main dependence was on the grant-in-aid. It is true things have somewhat changed now, and people appear to have begun to appreciate education, but it is nevertheless doubtful if even now one would go to start a school if he had not the expectation of getting aid from some public fund. I have no doubt whatever that teachers of unaided schools will be only too glad to come forward and ask for grants-in-aid foregoing their income from fee collections.

The question, however, is different with Middle Vernacular schools. In this class of schools *bonâ fide* voluntary subscriptions are paid by the people in most places. These monthly subscriptions, coupled with collections from fees, go to fulfil the conditions which regulate grants in-aid. Here also I do not see any reason why the people will not hail with delight the proposal for abolishing fees in them, when Government undertakes to compensate Managers for the loss of fees.

The chance of poor parents sending their children to school requiring boarding near them seems to me very small, for education is not yet so universally sought after as to incline people to undertake the cost of maintaining them at places far from home for the purpose of receiving primary education. I do not therefore see reasons for apprehending, should fees be abolished, any extraordinary influx of boys into such schools all at once. If, however, there is reason for fearing such a contingency the abolition of fees may be effected gradually in school by classes and by localities. It is desirable to bear in mind in this connection that majority of the pupils of the vernacular schools belong to the middle classes of society and well-to-do cultivators. Most of these pupils only begin their education here, the ultimate intention of their parents being to send them to secondary schools to complete their education there. Necessarily, there is an appreciable out-going every year from these elementary schools on this account which will serve as a set-off to the influx apprehended.

If it is found to be practicable financially, the suggestion that books and other school requisites should be supplied to the schools without charge seems to be a very good one, and it will be highly appreciated. Proper equipments of schools are as essential to their efficiency as the competency of the teachers who are entrusted with their management.

From F. J. MONAHAN, Esq., I.C.S., Commissioner of Assam Valley Districts, to the Chief Secretary to the Government of Eastern Bengal and Assam, no. 1797-G., dated the 11th April 1907.

With reference to the Government memorandum no. 170-74C., dated the 7th January 1907, asking for an expression of views on the subject of the abolition of fees in Primary schools, I have the honour to submit copies of the replies which I have received from the Assam Association, and the Deputy Commissioners of Kamrup, Nowgong, and Sibsagar whom I consulted on the subject.

2. The abolition of fees in Primary schools is very desirable, provided that this will not entail any reduction in the emoluments of the school teachers which are, as it is, too small to attract competent men. In other words the abolition of fees, if it is not to have a prejudicial effect on Primary education, will necessitate a considerable increase of expenditure from public funds, as no great increase of subscriptions can be expected. It is difficult to estimate the additional outlay which will be required, but my impression is that the payment of fees in cash or in kind is very general in Primary schools in this division, and that it is one of the chief causes which prevent the children of the poorer classes from attending school. If this impression is correct, the abolition of fees may be expected to result in a large increase in the number of children attending school, and consequently to necessitate a large increase of the number of school teachers, as well as of their salaries.

3. I am also of opinion that the policy of insisting on the levy of fees as a condition of the grant of aid from public funds to schools of certain classes is mistaken.

From MANIK CHANDRA BARUA, Esq., General Secretary, Assam Association, to the Commissioner of the Assam Valley Districts, dated the 15th February 1907.

I have the honour to acknowledge the receipt of your memorandum no. 247-G., dated the 17th ultimo, forwarding a copy of the Government of India, Home Department, letter no. 887 (Education), dated the 22nd November 1906, on the subject of the abolition

of fees in Primary schools and inviting an expression of the opinion of my Association on the proposal contained thereon.

The matter was considered by the Association and they desire me to say that they endorse the opinion almost universally held that the mass education should be made free and compulsory. They would therefore recommend that the fees in Primary schools be abolished, provided that the loss thus incurred is entirely borne by the Government, without asking for any increase from the people in the grants, under the grants-in-aid system, or the Local Boards to contribute a large amount towards education, or the Zamindars of the Goalpara district to make any further contribution, as the local rates they pay are much higher than the road cess paid in Bengal.

From Major D. HERBERT, I.A., Deputy Commissioner of Kamrup, to the Commissioner of the Assam Valley Districts, no. 4307, dated the 28th March 1907.

With reference to your memorandum no. 244—46-G., dated the 17th January 1907, on the subject of the proposed abolition of fees in Primary schools, I have the honour to report as follows.

It would appear from paragraph 6 of the Government of India's letter no. 887, dated the 22nd November 1906, that it is proposed to abolish fees in Lower and Upper Primary schools and in Middle Vernacular schools, but not to include the primary departments of Secondary schools nor Primary schools for Europeans. There appears to me to be no objection to the line so drawn especially as it is proposed that in Secondary schools, where the primary departments are indistinguishable by their curriculum from the ordinary Vernacular Primary schools, they may be treated as Primary schools and be free. I can see no difficulty in the adoption of the principle stated in paragraph 6 (*a*) of the Government of India's letter, but I think that the abolition of fees in Vernacular schools and their retention in the primary departments of Secondary schools will result in a diminution of the number of children attending primary classes of Secondary schools. As suggested in paragraph 12 of the Government of India's letter a large number of children who will ultimately proceed to a Secondary school begin their education in a Vernacular school; but I can see no objection to such a practice.

2. With regard to paragraph 7 of the letter referred to above it appears to me that all aided schools without exception should be required to abolish fees as a condition of their receiving aid. In this district there are no exceptional cases in which it is advisable to permit the levy of fees.

3. I am of opinion that unaided schools will not be able to levy fees when Board and aided schools in their neighbourhood become free, but in this district there are very few unaided Primary schools, those which exist hope for Government aid and if this is withheld they usually collapse. In such schools no fees is levied as a rule but the teachers receive some remuneration in kind.

4. I am of opinion that the measures proposed by the Government of India will result in a considerable expansion of the Primary school system. There is little doubt that many do not at present send their children to school because they cannot afford to pay the fees, but as remarked in paragraph 12 of the letter of the Government of India there are other reasons also operating and it cannot be expected that the measures proposed will result at once in any considerable increase in the number of the children at school.

5. With regard to the remarks contained in paragraph 13 of the letter of the Government of India special vigilance will be necessary on the part of the Deputy and Sub-Inspectors of schools in order to prevent evasion of the principle that children should receive primary education free, but I am of opinion that no special regulation will be required. Such a measure as that now proposed, if sanctioned, will very quickly become generally known in the villages, and I doubt whether the school teachers will be able to levy unauthorised fees whether in cash or in kind.

6. With regard to paragraph 10 of the letter under reference there are in this district 10 Upper Primary schools under the Gauhati Local Board which are in receipt of voluntary subscription but are not dependent upon them, and 17 Lower Primary schools are managed by Christian Missionaries and are given fixed grants by the Gauhati Local Board. The former class of schools would be unaffected by the abolition of fees as they are already maintained by the Local Board and the Missionary schools are not likely to be affected in my opinion, so far as their independent management is concerned.

7. I am unable to estimate the probable cost per pupil of books and other school requisites.

8. I regret that this report has been unduly delayed by the failure of the Sub-Divisional Officer at Barpeta to furnish certain information promptly and I have thereby had but little time to consider the question as fully as I should have wished.

From Major H. M. HALLIDAY, I.A., Deputy Commissioner, Nowgong, to the Commissioner, Assam Valley Districts, no. 1746-G., dated the 16th March 1907.

With reference to your memorandum no. 244—46-G., dated the 17th January 1907, on the subject of the abolition of fees in Primary schools, I have the honour to report that, after obtaining the views of selected officers, I am of opinion that the abolition of fees for Primary schools will be beneficial in the case of the single Upper Primary and the two Middle Vernacular schools in this district. The primary department of these schools is identical with the Lower Primary schools. It is also under the same management as the secondary department. Lower Primary schools do not levy fees in this district. These schools are kept by the Local Board at a monthly expenditure of about R6,846. The cost of supplying school books would in the first instance be about R15,000 and the yearly cost thereafter about R3,000.

The monthly voluntary subscriptions to the three schools in which fees are levied are as follows:—

	R
Roha (Middle Vernacular)	6
Dimow (ditto)	9
Hatichong (Upper Primary)	4

From A. W. BOTHAM, Esq., I.C.S., Officiating Deputy Commissioner of Sibsagar, to the Commissioner, Assam Valley Districts, no. 1143-G., dated the 20th March 1907.

With reference to your memorandum no. 244—46-G., dated the 17th January 1907, on the subject of the abolition of fees in Primary schools, I have the honour to report as follows.

2. Fees are not in practice charged in Primary schools of this district. Payments in kind are no doubt in many cases made to the school pandits, and there is a general willingness to help them and make their living cheap. It is found that the villagers readily assist in the erection of school buildings, and I do not think they grudge the assistance given by them in the same way to the pandits. I think in many ways it would be a pity to discourage the habit of local co-operation which tends to spring up round the village schools, and consequently I consider that the prohibition of voluntary assistance in kind would be a mistake.

3. I agree with the principle that fees in Primary schools should be abolished. I am also of opinion that Middle Vernacular schools should be treated in the same way, with a view to the supply of teachers for the Primary schools.

4. There are, with the exception of one girl's school, no Primary schools in this district other than those entirely maintained by the Local Boards and Municipalities, and there would be no necessity for making any exceptions to the rule prohibiting fees in aided schools.

5. As fees are not charged at present, no abnormal expanse of the Primary school system is to be expected from the proposed measure.

6. The only aided Primary school in receipt of *boná fide* voluntary subscriptions is the Sibsagar Municipal girl's school, which receives R42 from the Local Board and Station Committee, and R313 (in 1905-06) from subscriptions.

7. Books and other school requisites should, I think, be provided free of charge.

From S. N. HUDA, Esq., C.S., District and Sessions Judge of Pabna and Bogra, to the Chief Secretary to the Government of Eastern Bengal and Assam, no. 352-G., dated the 5th April 1907.

With reference to Under Secretary Mr. Tindall's letter no. 4124-C., dated the 22nd March 1907, forwarding, for an expression of my opinion, a copy of your letter no. 158—69-C., dated the 7th January 1907, with its enclosures, I have the honour to submit the following reply.

2. The proposal of abolishing fees in Primary (including Middle Vernacular) schools will not only be welcome to the poor cultivators of this country who, in the majority of cases, cannot at present think of imparting education to their boys for want of funds, but if the Government be pleased to make primary education free, it will, I am sure, be a great boon to the people and will be widely taken advantage of by them.

3. I quite agree that, like all other civilized countries, the proposed scheme will work properly in this country too, as free education was all along appreciated both by the Hindus as well as by the Muhammadans, and there are many such free institutions still in existence in this country doing immense good to the children of the soil. In Sanskrit *tols* pupils are not only taught free of any fees but in some cases the pandit has to bear the charge of maintenance of his poor pupil, and for this he has to count upon one's charity and this is exactly done in mosques and madrassas.

4. In my opinion, if funds permit, fees should be abolished in the Primary and Middle Vernacular schools altogether and these institutions may be maintained by aid

from Government, the Municipalities and from the funds at the disposal of the District Boards, but at the same time it is desirable to adopt measures which would ensure the punctuality of attendance of pupils, their discipline, and good work on the part of the teaching staff.

5. The rule of charging fees in girls' schools is in vogue in Bengal, but if the Government be pleased to decide upon abolishing fees on Primary and Middle Vernacular education, I do not see why the girls' schools should be treated as an exception to it at they deserve a more kind consideration from the Government in this direction.

6. Although in my opinion the remission of fees will induce poor people to send their boys to schools, I do not apprehend that the proposed scheme will result in an immediate influx of the pupils. Their numerical strength will gradually increase as their parents and other guardians will be gradually impressed with the necessity of imparting school education to their children, and if efficient control is kept on the teaching staff, I do not think it will be possible for them to exact any fees from their pupils, either in cash or in kind, as the policy of Government will be widely known to the people who will have full liberty to refuse such payments.

7. If education is given free, books and other requisites also should be given at the cost of Government, if funds permit, as, want of means to pay for the books, etc., may in some cases stand in the way of the poor cultivators sending their boys to schools.

8. If it be financially possible for the Government to introduce the system of free education into this country, I think it ought to proceed *per saltum*.

9. The other points raised in the Government letter are for the Education Department to consider and do not call for any reply from me.

From H. SHARP, Esq., M.A., Director of Public Instruction, Eastern Bengal and Assam, to the Secretary to the Government of Eastern Bengal and Assam, no. 204, dated 4th April 1907.

With reference to your memorandum no. 175-C., dated the 22nd December 1906, inviting my views, after consultation with Inspecting and other Educational officers, upon Home Department letter no. 887, dated the 22nd November 1906, I have the honour to say that I have consulted Inspectors and Principals of Government Colleges, and that I raised the question in some of its aspects at a Conference of Educational officers held at Dacca. I append a brief summary of their opinions.

I. First, as to the desirability and general scope of the scheme (paragraphs 1-8 of the Home Department letter). All whom I have consulted are agreed that the abolition of fees will be a popular and beneficial measure. A note of warning comes from the Inspector of Schools, Dacca Division, who fears that "the abolition of fees will lead to the wilful absence of children, which will need to be checked by adequate punishment, including fines." This view is to some extent borne out by the fact that the attendance in Lower Primary schools of Eastern Bengal districts is 74·3 of the enrolment; in Assam, where these schools are practically free, 68·3. Other causes, however, doubtless combine to bring about this result. And the question being at present of free, not of compulsory, education, I think that this difficulty may be left to arise before it is confronted. There is no reason why fines should not be inflicted and the removal from the rolls of free schools of the names of habitual absentee should have a wholesome effect.

All are unanimous that the abolition should take place in Primary schools. The Inspector of Schools, Dacca Division, however, urges that education in strictly Primary schools only should be free. By this he appears to mean Lower Primary schools. "I see little objection, however," he says, "to there being three classes above the infants, so that the distinction between Upper and Lower Primary may be abolished." In this last view I fully agree with the Inspector; but it is not strictly a part of the present question.

As regards middle schools, the Principal, Rajshahi College, would go further than is proposed by the Government of India and would like to see fees abolished in Middle English schools. In this opinion I cannot agree. The Inspectors of Schools, Dacca and Rajshahi Divisions, appear to prefer the limitation of this concession to Primary schools. In this connexion, I must point out a matter of some importance. In accordance with Circular no. 103, dated the 25th August 1902, of the Director of Public Instruction, Bengal, the teaching of English as an optional subject is permitted in Middle Vernacular schools in Eastern Bengal. The Inspector of Dacca asserts that there are, even in Middle English Schools, a fair number of boys in the higher classes who are not learning English. In my experience, however, these are not so numerous; and, in Middle Vernacular schools, too, I think that the purely vernacular pupils are practically limited to those who had commenced their school career too long before the introduction of this change to permit of their utilising it to advantage. (The figures in columns 24 and 26 of General Table III of my last report are not conclusive on the point, since Middle Vernacular schools are still a reality in Assam; and, in both parts of the Province Middle schools, whether English or Vernacular, contain a large number of pupils in the lower and purely vernacular classes.) To me the change

appears to be an unfortunate one. The only justifications which I can see for it are (*a*) a subsequent rise in the number of High school pupils (whereas the latest figure shew an actual decline); (*b*) the possible utility of a very elementary knowledge of English in the lower grades of public and private employment. On the other hand, I should regard the disappearance of the Middle Vernacular school (which is seriously threatened in Eastern Bengal districts) with regret. There is a tendency to regard secondary education as the study of English solely; and the extraordinary ignorance of *Realien* displayed by pupils, even of the upper classes of High schools, shows into what comparative neglect instruction in these branches has fallen. While, therefore, I endorse the statement of the Inspector of Schools, Dacca Division, that "the people have no idea beyond strictly primary on the one hand, and English education on the other," I am unable to follow him when he doubts "whether the Government are really justified in attempting to check the rapidly waning popularity of Middle Vernacular education." On the other hand, I consider that a standard of vernacular education beyond the primary should at all costs be encouraged; and that the abolition of fees in Middle Vernacular schools would go some way to secure this end. (I may add that this is a point which I pressed, not without result, when I was an Inspector.) The Inspector of Dacca further says that English will continue to be illicitly taught in the free (so-called) Vernacular schools and that this will ultimately deal a death-blow at many High and Middle English schools. I doubt if this apprehension is well-founded. Careful inspection should largely check such a practice; and I doubt if schools in which no fees are charged will be in a financial position to compete, even clandestinely, with fee-charging schools in which English is professedly and more efficiently taught.

Next, as to the primary departments of Middle English and High schools, in which the Government of India does not propose the abolition of fees. The Inspector of Dacca augurs that, save in city schools, the scheme will speedily lead to the abolition of these departments and the adoption of the Bombay system. This is change which, I consider, might be contemplated with complacency. As it is, these primary departments are (save where, as in some private schools, English is taught in them) very poorly attended; the new Regulations of the Calcutta University distinctly suggest an eight-class High School; and I have already proposed that the retention of the two lowest primary classes be optional in Middle English and High schools of all kinds. The Inspector fears that the result he foresees will necessitate the raising of fees in the upper classes of English-teaching schools. Personally, I believe, that the difference made to the finances of these schools by the closure of their primary departments will be negligible, and will have no such effect.

The officers consulted are unaware of the existence of any exceptional schools in which the levying of fees may be permitted to continue. To my mind, however, the question cannot be dismissed so easily. The Government of India have laid down that, in the case of aided schools, effect will be given to the proposal by increased grants-in-aid. I fear there may be many schools to which the giving of the enhanced grant would not be justified from the point of view either of efficiency or of situation. In paragraph 17 of my last report, I showed how closely covered with schools are some of the districts of Eastern Bengal, and how poorly those schools are attended. The average number of pupils in a Lower Primary school in Eastern Bengal is only 27·7. Even allowing for difficulties of communications in a water-district, for caste differences, local quarrels, vested interests, and the unpopularity which such a change is likely to evoke, it is my conviction that, quite apart from the question of fee-abolition, some concentration is highly desirable in the more thickly-schooled districts, and that the present frittering away of local funds in minute grants is an unwholesome concession to sentiments and to interests which do not make for good education. Any such concentration would have to be carefully and gradually effected. Among the many happy results which may be anticipated from the carrying out of the Government of India's proposals, I consider that not the least is the chance it will afford for the carrying out of such concentration. The position (relative to other schools) and the character of each aided school should be carefully considered before an enhanced grant is made to it. Those that are found to deserve no such enhanced grant will logically cease to receive any grant at all. Such a course (coupled with the abolition of fees and the giving of increased grants in the more efficient schools of the neighbourhood) will naturally be presented by the *gurus*, from whom grant is withdrawn, and by certain sections of the population. It might even, however thoughtfully carried out, cause a temporary contraction in the numbers attending primary schools. But such discontent and such diminution (if it occurred) would pass away and would be followed by more than counterbalancing advantages.

II. Next, as regards the financial aspect of the question (paragraphs 9-12 of the Home Department letter). The figures R18,33,760 and R23,735 are put down as the amounts "expended from fees" in Primary and Middle Vernacular schools (exclusive of schools for Europeans and unaided schools) in Bengal and in Assam, respectively. The amount of fees in Assam sank in 1905-06 to R22,407, and of this amount $\frac{7}{11}$ is "expended" in Middle Vernacular or Upper Primary schools. It might be anticipated that the amount so "expended" in Eastern Bengal would be about one-third of the amount quoted by the Government of India. As a matter of fact, it is

R6,43,645, of which over four lakhs is under the head of Lower Primary schools. (The calculation suggested in paragraph 10 of the Home Department letter does not apply here, since the large increase in primary pupils in Assam, consequent upon the application of the Imperial grant, would naturally bring in no return in the way of fees, which are entirely optional in the class of schools newly opened; while in Eastern Bengal districts the grant has hitherto been allocated for building purposes only.) In Assam, therefore, the immediate question resolves itself into the enhancement of the education budget, mainly under head "grants-in-aid," by a sum of about R22,000. Further than this, I propose to leave Assam, where primary education is, to all intents and purposes, free, out of the immediate calculation, and to deal only with Eastern Bengal.

In Eastern Bengal, those whom I have consulted are agreed that the amount now "expended from fees" is no criterion of the additional cost which will be thrown upon the public revenues by the abolition of fees. The following statement shows the position of affairs:—

Class of schools.	SCHOOLS OTHER THAN UNAIDED.						UNAIDED.				
	Number of institutions.	Number of pupils.	EXPENDITURE.				Number of institutions.	Number of pupils.	EXPENDITURE.		
			From Public Funds.	From subscriptions and endowments.	Fees.	Total.			Fees.	Subscriptions and endowments.	Total.
			R	R	R	R			R	R	R
Middle Vernacular .	378	20,260	57,709	25,552	68,205	1,51,466	28	1,697	5,688	4,287	9,975
Upper Primary . .	2,229	97,191	1,30,092	34,412	1,67,203	3,31,707	29	1,248	1,759	2,980	4,739
Lower Primary . .	12,182	325,095	2,72,921	78,791	4,08,237	7,59,949	2,544	57,942	49,609	23,801	73,410
Total .	14,789	442,546	4,60,722	1,38,755	6,43,645	12,43,122	2,601	60,887	57,056	31,068	88,124

The expenditure then on each school, other than unaided schools, amounts roughly to R400 in the case of a middle, R149 in that of an Upper Primary, and R62 in that of a Lower Primary school. Perhaps it would be fair to place the proper cost at R500 for a Middle Vernacular, R200 for an Upper Primary, and R120 for a Lower Primary school. In that case, the proper cost of the schools, and its excess over the present income from sources other than fees, would be:—

Schools.	Proper cost.	Excess over the present expenditure exclusive of fees.
	R	R
Middle Vernacular	1,89,000	1,05,739
Upper Primary	4,45,800	2,81,296
Lower Primary	14,61,840	11,10,128
Total .	20,96,640	14,97,163

And, if to this be added R22,000 for Assam, we arrive at a total of R15,19,163.

Doubtless a policy of concentration would lessen this estimate. But other factors have to be considered:—

(*a*) There is the gradual conversion of unaided into aided schools, contemplated in the Home Department letter, paragraph 11. Unaided schools, other than Lower Primary schools, are negligible in number. And each of the unaided Lower Primary schools is returned as costing on the average the almost incredible sum of R29 per annum. Doubtless statistics in the case of these schools are totally untrustworthy. But the fact remains that each school, if it is to become efficient, will cost at least R120. The bill for this would be R3,05,280, or, subtracting subscriptions, R2,81,479. (*b*) Again, in paragraph 12 of the Home Deparment's letter, opinions are invited on the expansion of education to be anticipated from the abolition of fees. This is a most difficult question to answer; and Inspectors are by no means unanimous. The Inspector of Dacca thinks that increase is likely to come from the desertion by primary class pupils

of Secondary schools, rather than from new recruits, since cultivators generally scoff at the idea of education being necessary for their sons, and say they would send them to school only if they were paid to do so. The Officiating Inspector of Schools, Surma Valley, considers that the scheme will miss its fruition unless education is made compulsory. In the past, he says "the bulk of the population never cared for education; they had, on the contrary, a hereditary belief that it was meant only for the upper tens of the society (*sic*). Even in these days, agriculturists as a class do not take kindly to educational institutions." On the other hand, the Inspector of Schools, Rajshahi, considers that the scheme will cause a temporary decrease but an eventual increase in numbers. Perhaps the safest way of looking at the problem is from the point of view of population and numbers of children at school. The population of the Province is roughly 30,800,000. Of this over 6,000,000 are inhabitants of Assam districts. Of the total of 792,987 pupils, 617,557 are reading in schools of the description here dealt with, *viz.*, 503,433 in Eastern Bengal and 114,124 in Assam districts. It therefore follows that about the same proportion of children of a school age, *viz.*, 13 per cent., are reading in schools of these kinds in both parts of the Province. In Assam the schools are free; but there are considerable tracts as yet hardly touched by education. The Surma Valley, however (without the Hill Tracts), may be taken as part of Assam fairly similar to Eastern Bengal in its circumstances; and one part of it (Cachar) is very thickly schooled. Yet the attendance is only 13·1 per cent., as against 21·6 in the Chittagong and 16·9 in Dacca Divisions. On the whole, therefore, I consider any immediate increase in pupils is unlikely to arise out of the abolition of fees. Expansion, however, will no doubt take place with opening of new schools (the districts of Dacca and Mymensing and five districts of Rajshahi are as yet not very thickly schooled). But what the ulterior effect will be, it is hard to say. On the whole, however, I consider my estimate of expenditure liberal, and that it may be taken to cover immediate expansion.

This estimate is:—

	R
For Eastern Bengal schools other than unaided	14,97,163
" " " unaided schools	2,81,479
" Assam schools other than unaided	22,000
	18,00,642

This, however, as I admit, is an outside estimate. It allows for the participation in grant by the unaided schools of Eastern Bengal; and it is based upon schools, not upon pupils. Looking at the matter in another light, there are in Lower Primary schools other than unaided 325,095 pupils in Eastern Bengal. Supposing that a Lower Primary should contain 50 children, and that the expenditure for a school of this size (which might require a small allowance for a monitor) comes not to R120, but to R150 a year; then the cost of these schools would be R9,75,000. R2,72,921 is provided for schools of this class from public funds. There is also a sum of R78,791 set down as subscriptions. Perhaps one may allow R3,50,000 under these two heads. Then, of the Imperial grant of R3,33,000, it should eventually be found possible to spend R2,00,000 directly upon schools. Total funds available, R5,50,000. Instead, therefore, of the R11,10,128 allowed above for increased expenditure upon these schools, we may put down R(9,75,000—5,50,000=) 4,25,000. And a revised estimate, excluding unaided schools and allowing for an enormous concentration (by nearly 50 per cent. of the present number of schools), would be:—

	R
Eastern Bengal Middle Vernacular Schools	1,05,739
" " Upper Primary "	2,81,296
" " Lower " "	4,25,000
Assam	22,000
Total	8,34,035

I do not admit that such a concentration is possible; but the figures are highly significant; and I shall return to this aspect of the matter at the close of my letter.

III. Turning now to paragraph 13 of the Home Department letter, I have not been supplied with much information as to the inclusion or exclusion of payments in kind in the figures given above for fees. I have, however, little hesitation in considering that they are not included. And this would account for the apparently starvation wage which *gurus* receive on paper. I have questioned *gurus* during my tours on this point; and I find that these payments are not included in fees (the natural tendency would be to show fees less, rather than greater, than they are in reality). The *gurus* are quite outspoken on the point; and I have genrally found that, if not individually, at least in the joint family, they have generally both cultivation and other means of livelihood. The amount thus gained is such as to show that, in some cases at least, it is not the pittance which the *gurus* can earn which attracts them to this kind of work. It is

thought that, once the principle of free education is known, the cultivator is too acute to pay for what he can get gratis. Personally, I should think the habit of payment in kind is likely to linger. The matter is one which will, I think, require careful inspection rather than special regulations. The change will be necessary as part of the new principle; but its bringing about is perhaps the one feature of the proposals which may be regarded with some regret.

IV. The change of management of schools, which the Government of India anticipate as a possible result of this proposal, appears to me a necessary corollary. In Eastern Bengal at least, Lower Primary schools are, for the most part, private ventures, and do not indicate a local effort or form a village institution. I regret that Inspectors have not informed me as to the number or existence of schools in receipt of *bonâ-fide* subscriptions. The failure to do so does not surprise me. Owing to the numerical insufficiency of our present inspecting staff, a notable characteristic of the educational circumstances of Eastern Bengal is the want of information regarding a great mass of the schools. Again, the whole question of subscriptions is fraught with uncertainty. In schools of the classes here dealt with, Eastern Bengal shows R1,67,764, and Assam R72,740 under this head. But these figures are regarded with suspicion. And the Officiating Inspector of Schools, Surma Valley, remarks "in most cases these local subscriptions are fictitious. Teachers in these schools sign the acquittance roll for larger sums than what they actually get, and the balance is counted for as local subscriptions." I should not quote this opinion, had I not heard it repeated on all sides during my tours. Personally, I should, even so, accept it with some caution. But I think it may generally be laid down that schools receiving subscriptions with regularity are very few, and mostly Middle Vernacular and Upper Primary type. These will have to be found out and treated on their individual merits. But I have no hesitation in saying that the great bulk of the schools should become Board schools.

V. The free supply of school requisites to children. Opinions are divided. One Inspector suggests the supply to poor boys only. This, or any other form of supply, will present considerable difficulty. At any rate, I should feel disposed to limit the supply to that of text-books. The cost of this, per pupil, might be fairly placed at 8 annas a year. The resultant cost, supposing each child to gain promotion each year, would be some R3,00,000. Needless to say, however, every child would not require a yearly renewal of books. Perhaps R2,00,000 might be taken as a fair estimate.

VI. As regards paragraph 16 of the Home Department letter, the general opinion is that the change, if brought about, should be *per saltum*. Though it must be remembered that two opinions are against the abolition of fees in other than Primary schools, I should certainly be in favour of its extension to every class of school at once. But I am not so certain as regards its simultaneous application to all kinds of schools. So radical and far-reaching a change might, if suddenly and universally introduced, be attended with grave and unforeseen difficulties and dangers. On the other hand, I admit that considerable awkwardness would be produced by the gradual introduction of such a scheme.

In this connexion, I would point out that, in my no. 638, dated the 13th September 1906, I put forward a scheme for the establishment of some 2,200 Primary schools of an improved type, to be increased eventually to 5,000, a number which would give one good model school to each area of something less than nine square miles. This number of schools, if each is reckoned to contain 50 pupils, would not quite accommodate the entire number of pupils under instruction. Some 6,500 schools would be required, and the cost of these, as explained above, would be (at the rate of R150 a year) R9,75,000.

Were these schools gradually opened, as free Board schools, the difficulty of limiting admissions would doubtless arise. We might have to contend against the exclusion of the poorer classes, for whom the scheme was specially devised, and the idiosyncracies of Headmasters or Committees. Nevertheless, I am inclined to think this would be the most feasible method if carried out with comparative rapidity.

I had given above two estimates, the one based on the present number of schools, amounting to eighteen lakhs; the other based on the number of pupils, amounting to eight and one-third lakhs. (Neither of these includes the estimate of two lakhs for school requisites.) The discrepancy is enormous, and goes, I venture to think, to show the wastefulness and laxity of the present system. The scheme that I alluded to in the foregoing paragraph has received the general sanction of Government. It is based on requirements, not on the existing number of schools. I think that, if given effect to, it would smoothly lead on to the scheme now proposed by the Government of India. I had formulated my proposals before the receipt of the Home Department letter; nor did they include abolition of fees. If my proposals are utilised in giving effect to the scheme now formulated, their details would have to undergo considerable alteration. Such alteration, however, would facilitate, rather than hamper, their fulfilment. By this means, therefore, concentration would be gradually effected—though I admit difficulties would be encountered during the process of application, a possible contraction of the numbers under instruction might be temporarily brought about, and a good many cases of individual schools, serving a useful local purpose but finding no place in the scheme, would have to be dealt with. The chief difficulty of my scheme was the supply of good buildings, which are far to seek in Eastern Bengal and the capital cost of which

would be enormous. Suppose my lower estimate of eight lakhs to be taken, and the application of the scheme to be spread over three years, an additional sum would then be required of R2,70,000 in the first year, R5,40,000 in the second, and R8,10,000 in the third and succeeding years. In addition to this, presuming that building arrangements for 6,500 schools could not be made under thirty lakhs—a low estimate—an additional sum of ten lakhs for Primary schools alone would be required in each of the first three years. But I firmly believe that the promise of free education would have the effect of calling forth considerable private assistance towards initial expense. I do not, however, think that the scheme would be efficiently worked under an extra expenditure of twelve lakhs during the first, fifteen during the second, and eighteen during the third year; and that the recurring expenditure in subsequent years would not be less than twelve lakhs, since I would estimate four lakhs as necessary for specially situated schools whose pupils could not be included in the general scheme.

My practical conclusions, then, are as follows:—

(*i*) The abolition of fees will be popular and beneficial, and should be applied in Lower Primary, Upper Primary, and Middle Vernacular schools. But, in the last, the teaching of English should be rigorously excluded. In making this recommendation, I feel that the present proposal will uproot an old and established system—inefficient perhaps, but not without its good points, and that it will lay an enormous burden upon public revenues.

(*ii*) The scheme will ultimately cost not less than twelve lakhs a year (exclusive of any funds granted for school requisite) for recurring expenditure. It may roughly be estimated as follows:—

	Recurring.	Capital.
	R	R
1st year—		
$\frac{1}{3}$ of 6,500 schools to become free and building of ditto	2,70,000	10,00,000
2nd year—		
$\frac{2}{3}$ of same to become free and a further $\frac{1}{3}$ to be built	5,40,000	10,00,000
3rd year—		
the full 6,500 schools to become free and the remaining $\frac{1}{3}$ to be built.	8,10,000	10,00,000
Subsequent years—		
6,500 free schools and an additional sum of R4,00,000 for specially circumstanced schools.	12,00,000	...

It is to be noted that this estimate includes Middle Vernacular schools, which would gradually have to be brought wihin the scheme, as their conditions were thoroughly enquired into. It excludes school requisites, whether for pupils or for the school itself. It does not allow for the large contributions towards capital expenditure which the scheme might evoke.

(*iii*) Considerable concentration will be necessary and wholesome. This will almost amount to having the present number of Lower Primary schools. But I am allowing four lakhs for special cases.

(*iv*) The bulk of the Primary, if not of the Middle Vernacular schools, should become Board schools governed by departmental regulations.

(*v*) The recurring annual cost of a school should be—

	R
Middle Vernacular	500
Upper Primary	200
Lower Primary	150

(*vi*) It is at least questionable whether school requisites should be supplied *gratis* to pupils—at least other than poor pupils.

Abstract of opinions.

Inspector of Schools, Dacca Division.

1. Abolition of fees will be regarded as a great relief to the lower classes; gurus will have to be provided with a minimum grant of R10 each per mensem; suggests levy of an educational cess; wilful absence of children should be checked by adequate punishment, including fines which should be deposited to treasury; the grant in lieu of fees should be on a capitation basis; education in strictly Primary schools should be free; Middle and High school education should be paid for and non-extension of free education will tend to the disappearance of Primary Departments of these schools and consequent rise of fees in them will render it difficult for the poorer classes to obtain secondary

education; strict differentiation between the Middle Vernacular and Middle English courses should be devised and insisted on; introduction of Punjab system of free education to agriculturists seems better; contribution in kind will not cease; abolition of fees will entail the handing over of all Primary schools to the care of Government.

Inspector of Schools, Chittagong Division.

2. People will appreciate the scheme; attendance in Primary schools will be larger; fees should be abolished from Primary and Middle Vernacular schools and not from the primary departments of Secondary schools; all aided schools should be required to abolish fees, and grants should be given to them for their maintenance; possible means should be taken to prevent teachers from taking fees; supply of books, etc., is not necessary, but these may be given to poor boys only.

Inspector of Schools, Rajshahi Division.

3. Abolition of fees would tend to the spread of education, cost will exceed the amount represented by the fee collections; abolition of fees in secondary schools is not desirable; discontinuance of fees should be a condition of grant; application of the principle should not be left to the discretion of the managers of private schools; extension of the privilege to girls' schools is desirable. Levy of fees in unaided schools would be impossible; most of these schools would disappear; immediate effect of the scheme will be to increase the number of boys in primary schools; difficulty is anticipated in preventing teachers from exacting fees; *bonâ fide* voluntary contributions in the shape of subsistence allowance to gurus may be accepted.

Inspector of Schools, Assam Valley.

4. Effect will be the abolition of fees in Government, Board, Municipal or aided Middle Vernacular, Upper Primary and Lower Primary schools; the scheme will cause very little change in Assam, as fees paid are voluntary; complete abolition of fees will add nothing to public expenditure; Middle Vernacular and Upper Primary schools should be free where Lower Primary schools are free; demand of free schools will be larger in popular parts of the mufussil. Supply of books, etc., is not desirable; the sum for this end may be spent on a better purpose.

Inspector of Schools, Surma Valley.

5. Abolition of fees will remove one of the greatest difficulties in the way of primary education; introduction of capitation system is necessary to increase attendance; free education must be made compulsory to a certain age; Local and Municipal bodies should be instructed to discontinue the charge of fees, and it should be made a condition of grant; abolition of fees in Primary schools will put the Secondary schools at a disadvantage owing to the introduction of a uniform curriculum; abolition of fees in the Vernacular Department of Middle English schools is necessary; supply of books, etc., is desirable.

Principal, Dacca College.

6. Referring to the last conference he says:—(*i*) Total and immediate abolition is impracticable on the score of heavy expense; (*ii*) provision for schoolmasters is necessary; (*iii*) grants should be concentrated; (*iv*) supply of books, etc., is not necessary, but in the case of Lower Primary schools 1 reading book and 1 copy book in each standard and 1 slate may be given to each pupil; the scheme should be introduced gradually.

Principal, Chittagong College.

7. Abolition would be welcome and appreciated by the people; fees in the primary departments of the Secondary schools will be dwindled; abolition should be introduced *per saltum* not only in Lower Primary but also in the Upper Primary and Middle Vernacular schools; the scheme may first be introduced in schools in village areas; girls' schools in towns may share the beginning; supply of books, etc., is necessary.

Principal, Rajshahi College.

8. Abolition would be appreciated and would ameliorate the conditions of the poor ryots; a little elementary knowledge of English is necessary; Middle schools, whether Vernacular or English, may be reckoned as Primary schools in the scheme; abolition of fees should be made a condition of grant, and the scale of grant should be revised; unaided schools should be aided; financial burden on the State will be heavy; subscriptions will be forthcoming even from masses for the improvement of their rural schools when free education will spread.

Principal, Cotton College.

9. Abolition of fees in Primary and Middle Vernacular schools would be generous measure.

From the Hon'ble Mr. C. R. MARINDIN, Esq., I.C.S., Second Member, Board of Revenue, Eastern Bengal and Assam, to the Officiating Chief Secretary to the Government of Eastern Bengal and Assam, dated the 29th March 1907.

In reply to your letter no. 158—69-C., dated the 7th January 1907, I have the honour to offer the following opinion on the proposal set forth by the Government of India in their letter no. 887, dated the 22nd November 1906, to abolish fees for Primary education in schools under public management or in receipt of grants from public funds.

2. The abolition of fees in Primary schools is regarded by the Government of India as a relief to certain classes of the people akin to the reduction of taxation and as a measure calculated to promote the spread of Primary education. It may be questioned whether the classes who will be more immediately affected by the measure, namely, the lower middle class and better-to-do cultivators, really need this measure of relief. As a rule they are in a position to afford the small fees they have to pay for the education of their children in Primary schools. The measure will not touch the poorer classes appreciably at all events at first. As the Government of India observe in paragraph 12 of their letter it is not safe to assume that the chief or only reason why the bulk of the population do not at present send their children to school is the difficulty of finding the fee. Other causes operate which the abolition of fees will not remove and at first this measure is not likely to result in a great increase in the number of children at school. In short though it could not be denied that the abolition of fees in Primary schools is a measure of relief and must also make to some extent for the spread of education, it is not at all clear that the relief which will be granted at the expense of the tax-payer to a limited class, who pay very little share in taxation, is needed while its effect in spreading education will admittedly not produce very marked results. I would venture to suggest that the money which the Government of India can afford to devote to the cost of this measure would be more usefully spent in raising the salaries of Primary school teachers, so as to secure a better class of men and in providing good buildings and good equipment for Primary schools. The money which has been granted already for the improvement of Primary school buildings supplemented as it has been by local subscriptions is too little to have had much effect. Expenditure in this direction while not directly tending to increase the spread of education so far as numbers go will have the effect of stimulating the spread of a higher standard of Primary education which is certainly wanted, and it will pave the way to universal education on a really sound basis when the time comes for it by raising our Primary schools to a more modern standard of efficiency.

3. To some extent also the present scheme is a leap in the dark. The cost can be calculated up to a certain point but there are several ways in which it may ultimately entail larger expenditure than can be met out of the regular revenues of the country, and when once the course proposed has been embarked upon there is no receding from it. It may, therefore, become necessary at no very distant date to have recourse to extra taxation to meet the expenditure. In this province alone the actual cost which can be calculated upon in the next few years is not likely to be less than 15 lakhs. For these reasons I would advocate, if it is not too late to do so, expenditure on improving existing Primary schools as the more useful and more prudent measure.

4. The scope of the measure is described in paragraph 6 of the letter of the Government of India (*a*). It is not intended to include the primary departments of Secondary schools. If however these primary departments are separately situated and under separate management or if in their curriculum they are indistinguishable from the the ordinary Vernacular schools and are in practice open to all who desired a merely vernacular education, they should be reckoned as Primary schools and fees will be abolished. If they are distinguishable by their curriculum from Primary schools and are preparatory to the secondary course, fees will continue to be charged. The Government of India desire an opinion on this principle and to know whether there is any practical difficulty in its application.

I approve of the general principle that fees should not be abolished in the primary departments of Secondary schools. There will, I think, be some difficulty in applying it so far as this province and Bengal are concerned in the manner intended by the Government of India. There is no class of school in either province which gives secondary education alone, for in both High schools and in Middle English and Middle Vernacular schools the lower classes teach the primary course and pupils work through them up to the secondary course in the upper classes. There are, I believe, no primary departments in these Secondary schools which answer to the definition of being separately situated or separately managed. The curriculum in the primary classes is the same as in Primary schools with the exception that in some English is taught.

In High schools the first four classes teach the full secondary stage up to the Entrance or Matriculation standard. The fifth and six classes teach the lower or middle secondary stage corresponding to the first two classes of Middle schools. The seventh class in its two divisions A and B teaches the Upper Primary course with the ordinary Primary school curriculum with the exception that English is also taught as a compulsory language. The 8th class teaches the Lower Primary course and English is not taught. In Middle schools the two top classes teach the middle secondary course, the third and fourth the ordinary Upper Primary and all below this the Lower Primary course. In the 4th class English is taught not as a compulsory but as an optional subject. It will thus be seen that unless the teaching of English is to be regarded as converting the classes in which it is taught into classes preparatory to the secondary school course the majority of pupils in Middle and High schools will be entitled to a free education. I do not myself think that the teaching of English in the 7th class of High schools and in the 3rd and 4th classes of Middle schools could reasonably be

held so to alter the Primary Vernacular character of the teaching in these classes as to render them "preparatory to the secondary course". Nor do I think it would be good policy to penalize the commencement of instruction in English in the lower classes by making it a reason for differentiating these classes from regular primary classes. If therefore the principle enunciated in paragraph 6 (*a*) of the Government of India's letter is carried out, fees will have to be abolished in the case of a very large proportion of pupils in Secondary schools.

In Table IV in the report of the Director of Public Instruction of this Province for 1905-06, the fees levied in Secondary schools under public management and aided are shown as R5,86,095. Table V giving the return of the stages of instruction of pupils in public schools shows that in a total of 1,161 Secondary schools with 113,223 pupils there were in:—

The High stage	19,596
Middle stage	23,336
Total	42,932
In the Upper Primary stage	26,706
Lower Primary	35,561
Not reading	8,024
Total	70,291

Thus approximately ⅝th of the pupils in the Secondary schools are in the primary stage and if fees were levied equally in all classes the income which will be lost by the abolition of fees in primary classes of these schools will amount to ⅝th of R5,86,095 or R3,66,309. It will actually be less as fees are higher in the upper classes, but roughly this may be taken as representing what the abolition of fees in these classes is likely to cost. This part of the Government of India's proposal will therefore add considerably to the cost of the scheme and may require re-consideration on financial grounds. I may add that I certainly do not consider the abolition of fees in the primary classes of Secondary schools at all necessary as a matter of relief or as likely to increase the number of pupils in these schools to any appreciable extent.

5. It is proposed to abolish fees in Middle Vernacular schools treating them in this respect as Primary schools. In the opinion of the Government of India the classification of Middle Vernacular schools as Secondary schools is a wrong one, as their history which dates from a despatch of the Court of Directors of the 3rd October 1849, clearly shows that they are an integral part of the machinery for the Primary education of the masses through the medium of the vernacular, and that they are as a rule superior village schools established usually at important rural centres. I see no reason to dissent from this general view of the function fulfilled by Middle Vernacular schools, but I would point out that exactly the same functions are fulfilled by Middle English schools with the addition of the teaching of English in certain classes as an optional subject. Even in Middle Vernacular schools English may be taught as an optional subject if the Managers like to pay for an English-knowing teacher. There is no fundamental difference now between the Middle Vernacular and Middle English schools, the actual distinction being that a Middle English school receives a higher grant on condition of teaching English as an optional subject and the Managers are expected on that account to engage the services of an English-knowing teacher as Headmaster on a rather higher salary than that paid to the Pundit Headmaster of a Middle Vernacular school. There does not, therefore, seem to be any good reason for making this distinction between Middle Vernacular and Middle English schools.

The Government of India also consider that Middle Vernacular schools will be penalized if they are required to charge a fee while fees are abolished in Primary schools. It is true that a boy may be tempted to leave the Middle Vernacular school to escape the fee if there is a Primary school in the same village or near to it, but very often he will be prevented from doing so by the absence of any Primary school near enough to his home. On the other hand I think that it is possible that Middle Vernacular schools would suffer in popularity from the abolition of fees so long as the Middle English school is allowed to charge a fee, as this would tend to lower the status of the former practically, if not by classification, and the reclassification would no doubt follow, by removing them from the category of Secondary schools and reducing them to the status of Primary schools. If fees are to be abolished in Middle Vernacular schools for these reasons I think that they should be abolished in Middle English schools as well.

6. I regret that it is not intended to propose the abolition of fees in Primary schools for Europeans, which term I suppose includes Eurasians. The reasons given in paragraph 6 (*b*) of the letter of the Government of India are that the need for such a measure whether for the relief of parents or for the spread of education is not established and that it would be very much more difficult in European than in Vernacular schools to maintain the distinction between Primary schools and Primary departments of Secondary schools. The latter difficulty should not be insurmountable. The matter seems to be one of arrangement and classification.

The main argument advanced for this distinction seems to me to involve an element of unfairness. I venture to doubt whether the abolition of fees would not be really more felt as a measure of relief to many families of this class than to the natives of this country to whom it will be granted. The standard of living, cost of house-rent, food and clothes is necessarily higher and entails a greater cost among respectable Europeans and Eurasians than in the case of the corresponding class among natives of the country; and their income even among the comparatively well-to-do among them are often, therefore, relatively smaller. There is moreover an ever-increasing number of very poor European and Eurasian families and of children growing up in the country, some, the children of very poor parents, others orphans or illegitimate, whose proper education is becoming a political necessity.

I beg leave to draw the attention of the Lieutenant-Governor to the remarks made by Mr. Hornell on the state of European education and reproduced in paragraph 12 of the Report of the Director of Public Instruction for Bengal for 1904-05, and particularly to the concluding passage quoting the following observations of Lord Canning, "If measures for educating these children are not promptly and vigorously encouraged and aided by Government, we shall soon find ourselves embarrassed in all large towns and stations with a floating population of Indianized English, loosely brought up and exhibiting most of the worst qualities of both races." It would not be far wide of the mark to say that in spite of the work done by missions and charitable organizations this state of things is being realized now.

I hope the decision to exclude Europeans and Eurasians from the benefit of the measure may be reconsidered and I would venture to go further and suggest that the introduction of universal Primary education might at once be commenced by making Primary education compulsory in the case of this class.

7. I agree with the views expressed in paragraph 7 of the letter and am not aware of any exceptional cases of schools which should be allowed to charge fees while still receiving a grant from Government. It appears from the table given in paragraph 9 that the fees are much more generally charged in Bengal and Assam than in any other Province in India. Aggregate amount of fees shown for the two provinces represents approximately 60 per cent. of the total for the whole of India. It is thus possible that financial considerations may affect the question raised in paragraph 7.

With regard to the question asked in paragraph 11 it may be taken for granted, I think, that before very long the majority of unaided schools will wish to be converted into aided schools and that the full cost of this part of the scheme will have to be met. On the other hand I think that the Government of India are right in the conclusion come to in paragraph 12 and that the abolition of fees will not result at once in any great increase of the number of children at school.

8. With reference to the question of payments in kind, I believe I am right in saying that sometimes payments in kind are made in lieu of the regular fee and that these are brought on the accounts. But it is also a common practice for presents in kind to be made to the teacher in addition to the fee. It will be difficult to put a stop to this practice. I would suggest that some steps should be taken to ascertain what the money value of such gifts amount to in village schools and that their value as well as the value of legitimate payment in kind should be reckoned in fixing the enhanced rates of grant. Teachers are poorly paid as it is, and they will naturally feel aggrieved if they are deprived of these time-honoured perquisites without any compensation.

9. The Government of India are quite right, I think, in anticipating, as they do in paragraph 14 of their letter, that one effect of the new system will be the absorption of a large proportion of aided schools into the Board school system. It will probably end rapidly in their almost entire absorption, and the same effect will also follow in the case of unaided schools that are admitted into the system, while new schools that are opened will no longer be able to look to subscriptions as a source of income. It is to be gathered that the Government of India would in any case now be averse to raising subscriptions as it would be asking fees under another name. But I believe that as soon as fees for Primary education are abolished the people will understand this to mean that Government has taken the cost of Primary education on its own shoulders and of their own initiation will very soon cease to subscribe.

From the report of the Director of Public Instruction for this province for 1905-06, the total subscriptions received for schools under public management and aided schools are as follows:—

	R
Secondary schools managed by Government	484
Primary schools	49
Total	533

Under Local management.

Secondary	2,367
Primary	1,987
Total	4,354

Aided Schools.

		R
Secondary schools	. . . .	1,00,153
Primary schools	. . . .	87,439
	Total .	1,87,592

For Unaided Schools.

Secondary schools	. . . .	84,209
Primary schools .	. . . .	19,994
	Total .	1,04,203
	GRAND TOTAL .	2,96,673

Sooner or later and probably soon the bulk of this will have to be added to the cost of the proposed measure in this province.

10. The only remark I would offer on the views expressed by the Government of India in paragraph 16 of their letter is that while agreeing that if it is financially possible it is better to proceed *per saltum;* it would perhaps be wiser, until the burden upon the finances can be more accurately estimated, to confine the measure to Primary schools proper and not include the primary classes in Secondary schools, either High or Middle schools. The expense which the measure will involve in the near future in the case of this province of the primary classes in Secondary schools are included, and taking into account the probable absorption of these schools and schools at present unaided into the Board school system, would appear from the figures in the Director's report for 1905-06 to be as follows:—

PUBLIC INSTITUTIONS.

Managed by Government.

			R
Secondary . . .	Fees	$1,58,402 \div \frac{8}{5} = 99,000$	
	Subscriptions		484
		Total .	99,484
Primary . . .	Fees		1,425
	Subscriptions		49
		Total .	1,474
		Total (Government schools) .	1,00,958

Managed by Local Bodies.

			R
Secondary . . .	Fees	$29,917 \div \frac{8}{5} = 18,715$	
	Subscriptions		2,367
		Total .	21,082
Primary . . .	Fees		8,937
	Subscriptions		1,987
		Total .	10,924
		Total (Local schools) .	32,006
		Total for Public Institutions .	1,32,964

Aided Schools.

Secondary . . .	Fees	$\frac{5}{8}$ of $3,97,746 = 2,48.590$	
	Subscriptions		1,06,153
		Total .	3,48,743
Primary . . .	Fees		5,79,426
	Subscriptions		87,439
		Total .	6,66,865
		Total for Aided and Primary schools .	10,15,608

Unaided Schools.

			R
Secondary	Fees	⅝ of 3,84,388 =	2,40,200
	Subscriptions		84,209
		Total	3,24,409
Primary	Fees		51,614
	Subscriptions		19,994
		Total	71,608
Total for Unaided Secondary and Primary schools			3,96,017
		GRAND TOTAL	15,44,589
If Upper and Lower Primary schools proper alone are included the cost would be reduced to	Public		12,398
	Aided		6,66,865
	Unaided		71,608
		Total	7,50,871

From JOHN F. GRUNING, Esq., I.C.S., Officiating Commissioner of the Rajshahi Division, to the Chief Secretary to the Government of Eastern Bengal and Assam, no. 2399-M., dated the 25th March 1907.

The undermentioned documents are forwarded to the Chief Secretary to the Government of Eastern Bengal and Assam, Education Department, with reference to Mr. Tindall's memorandum no. 170—174-C., dated the 7th January 1907, and subsequent reminder.

I have nothing to add to the opinion I gave as Deputy Commissioner of Jalpaiguri.

From S. C. MUKERJEE, Esq., I.C.S., Magistrate of Pabna, to the Commissioner of the Rajshahi Division, no. 2425-J., dated the 1st February 1907.

With reference to your Circular no. 1922-M., dated the 6th instant, forwarding copy of Government of India, Home Department, letter no. 887 (Education) of the 22nd November last, regarding free primary education, I have the honour to reply as follows.

2. The abolition of fees in the Primary and Middle Vernacular schools (which would also include what are known as the Middle English schools in Bengal, as they are now really Middle Vernacular schools with optional English in the first four classes) for boys and for girls would certainly be a great boon, and would go a long way in spreading the rudiments of education amongst the people. Whatever objections there might have been before are no longer existent, as has been pointed out in the Government of India letter. I shall now deal with some points which have struck me after carefully going through the letter and considering the matter.

3. The Government of India have referred in the latter portion of paragraph 3 of their letter, to the spirit of free education which existed in the Brahmanical and the Buddhistic times. But I believe the same spirit of free education also existed in the Mahomedan period, when *Muktabs* used to be supported by *wakf* properties and *jagirs* to the teachers. I have referred to the Deputy Inspector of Schools, who is himself a Mahomedan, and he agrees with me in the matter. He further adds that the *pundits* and the Moulvies were generally recognised as more educated than others in the locality and were therefore consulted on religious matters and served as priests; this was another source of income to them, and no tuition fees were collected directly from the pupils.

4. Thus, the spirit of free education had permeated through the people for a good long period, and it would certainly have beneficial effects if again revived. Education, however primary, would be looked up to and respected in the villages, and the disadvantages now prevailing (some of which have been alluded to in paragraph 12 of the Government of India letter) would disappear to a great extent. I now proceed to deal with some of the points raised in the Government of India letter.

5. In the first place, I find from statement XXIX appended to the annual education report of this district last year (1905-06), that there were 30 Middle English (which as I have stated above will have to be counted as Middle Vernacular schools), 15 Middle Vernacular, 123 Upper Primary and 432 Lower Primary schools in all in this district last year. This makes a total of 600 schools, which would become free under the new system, the number includes both aided and unaided schools but not those private institutions for which no accounts of expenditure are received. I should also note that I understand from the Deputy Inspector of Schools that the number of *pathshalas* has since increased, but for the purposes of this discussion it is best to take the figures of last year, which are complete.

	M. E.	M. V.	U. P.	L. P.
Aided	15	12	120	370
Unaided	15	2	3	62
Boards	...	1	...	...

6. The expenditure on these schools has been as follows, excluding "inspections" and "miscellaneous charges":—

	R
(*a*) From Provincial revenues	1,607
(*b*) From District Board Funds	21,904
(*c*) From Municipal Funds	1,263
(*d*) From fees	37,708
(*e*) From "other sources"	12,116

7. This, when such education becomes free, item (*c*) and also (*d*) to some extent will have to be taken over by Government. This would make a recurring expenditure of about half a lakh of rupees a year. Item (*d*) will no doubt not have to be fully supplemented, as private donations would still be forthcoming in well-to-do places; but as unreported schools, and also the primary sections of High English schools (about which I shall discuss later), have been left out of calculation, I am roughly putting the total expenditure at half a lakh and it may come to even more.

8. Taking the number of boys of school-going age at 15 per cent. of the total male population, it comes to 106,409, and the number actually attending schools, including High English schools and special schools, was 24,744, or 24·89 per cent. of this number. By making the education free, this might raise the percentage to 10 or 15 per cent. more in the immediate future, but not larger than this as far as I can calculate. This answers the query raised in paragraph 12 of the Government of India letter. I would, however, note that although the number of pupils might increase, this need not necessarily increase the expenditure on education to the same extent, as the same staff could cope with an increased number, especially in Primary schools where the teaching is not laborious.

9. One point, however, requires to be mentioned here: at present the teachers in such schools, depending for much of their monthly incomes from fees, try to get as many pupils as they can. This incentive would be gone under the new system, but in its place I think there would be the natural desire on the part of the parents to avail themselves of the free education for their children. Moreover, the grants to the schools might be fixed on a sliding scale according to the number of pupils, and the teachers might otherwise be encouraged by the granting of special rewards to attract as many of the villagers' children as possible.

10. In making the above calculations, I have, as already stated, left out of consideration the lower classes of a High English school, in which primary education is taught: these should also be "free" in the manner suggested in clause (*a*), paragraph 6 of the Government of India letter. In fact, this would only be fair, as has been pointed out in this letter itself. Where there are good vernacular schools in the locality, it may not be necessary to compensate these schools, and they need only keep up the "secondary" classes; but this is a matter for detailed adjustment afterwards. On the whole, my answer to this query—clause (*a*), paragraph 6—is that the principle mentioned is the correct one, and there are no special difficulties in its application as far as this and similar districts are concerned.

11. In paragraph 7 the Government of India have enquired on what principles exceptions (if any) to the principle of free education should be allowed. In this district I can see no necessity for any such exceptions. In well-to-do localities private donations might be forthcoming to improve the condition of the schools, but I see no reason for any invidious distinctions as far as the "free" nature of the education is concerned. In fact, any such distinction would be unworkable, and the Government of India appear to have deprecated it on general principles.

12. I have already dealt with paragraph 12. In the last portion of paragraph 14, the Government of India have asked for some information as regards *bonâ fide* voluntary subscriptions to the schools. It is extremely difficult to give any accurate information on this point as many schools nominally show subscriptions, whereas the teachers have to suffer for it, in others again, the Secretary (when happening to be a well-to-do gentleman of the locality and probably conducting the school more or less as his own concern) makes up deficits—or here again the teachers have to suffer for it. I have already given figures for expenditure from "other sources"; these include, I believe, local subscriptions, whether *bonâ fide* paid or merely entered on paper. Roughly speaking, the Deputy Inspector of Schools, tells me about 50 per cent. of the schools get some kind of *bonâ fide* aid, besides fees and grants, such as local subscriptions or deficits made up by the Secretary or occasional donations to the teachers in cash or kind. It is, however, unnecessary to discuss this matter further in view of the figures already given.

13. The last point (paragraph 15) is as regards the cost of supplying books and other school requisites. It would be impracticable, I think, to supply books, etc., to all the pupils, but I quite agree that it would be a very good thing to have a set of a dozen or

half-dozen books, etc., of each kind for the use of the pupils. Taking R100 as the average expenditure in each school for furniture, books, etc., this would come to R60,000 for all the schools mentioned above.

14. In conclusion, I would certainly advocate the extension of the system *per saltum*, as otherwise its benefits would not be fully appreciated, and it would also not be fair to the higher classes of schools (Middle Vernacular, Upper Primary, etc.), if it is only extended to the lower classes of institutions, as they would lose many pupils thereby.

From J. F. Gruning, Esq., I.C.S., Deputy Commissioner, Jalpaiguri, to the Commissioner, Rajshahi Division, dated the 6th February 1907.

With reference to your Circular no. 1922, dated the 16th January 1907, forwarding a copy of letter no. 887 (Education), dated the 22nd November 1906, on the subject of the abolition of fees in Primary schools, I have the honour to give my opinion on the points raised therein.

The reasons for charging fees in Primary schools in India are stated in paragraph 3 of the letter and it is urged that "The argument which is here drawn from experience in England and other countries must now be abandoned in face of the fact that, whatever weight may once have been attached to the considerations mentioned, fees have since been abolished in Primary schools both in England and in an overwhelming majority of civilised countries." I do not think that this reasoning is sound; in the first place it is not safe to assume that what is suited to England and to other European countries is suited also to India, and, in the second, the abolition of fees in those countries is accompanied by compulsory education up to a certain standard. The fact that all children are compelled to go to school is a strong reason for not charging fees in the Primary schools which they have to attend; some of the parents are too poor to pay, and others do not wish their children to go to school because they lose the help which their boys and girls would give them at home, and it would be unfair to make them pay for education, if they cannot afford to do so or do not want it. The Government of India proposes, however, to abolish fees, and at the same time leave children free to attend school or not as their parents please; this is quite different to the system adopted in England, Germany and other European countries.

In paragraph 4 it is noted that the Education Commission of 1882-83, in advocating the charging of fees, referred to the grounds of justice to the numerous rate-payers of Northern India. I have carefully examined the figures given in paragraph 9 of the letter, and it appears to me that the proposals of the Government of India will result in injustice not only to the tax-payers of Northern India but also to those of many other Provinces. The Government of India intends, with the sanction of the Secretary of State, to make, when circumstances permit, an assignment of funds for the immediate cost of the scheme, that is, the cost is to be met from Imperial and not Provincial revenues, and in fact the latter cannot possibly provide the necessary funds. Now, I find on examining the figures in paragraph 9, that much more than half the total amount expended from fees is collected in Bengal (the old provinces); Bombay and Madras collect appreciable amounts; but the fees paid in Burma, the Central Provinces, Assam, the North-West Frontier Province and Coorg are so small that they are hardly worth considering. It is clear, therefore, that much more than half the sum granted by the Government of India will go to one Province, two others will benefit considerably, and the rest will pay to assist these. In connection with this I should like to point out that Bengal, the province which would benefit most largely by the proposed scheme, is the one in which the land revenue has been fixed for ever. Other provinces can be taxed more heavily, or their revenues naturally increase as they become more prosperous, but the land revenue of Bengal remains the same and cannot be enhanced.

Before discussing the probable results of the scheme, if it is carried into effect, I will deal with one or two points raised in the letter.

Paragraph 6.—I object to the whole scheme of abolishing fees in Primary schools, but, if it is to be carried out I agree with the proposals made in this paragraph subject to the reservation that I consider that primary departments in secondary schools should be abolished; it is waste of energy to have Primary schools and primary departments of Secondary schools side by side, and it is not advisable that very young boys should study in the same schools as much older ones.

Paragraph 11.—I do not consider that unaided schools should be given the option of coming on to the list of aided schools; it would compel local bodies to take over and waste money on schools they know to be inefficient or do not want.

Paragraph 12.—I do not believe that the abolition of fees will tempt parents who now have their children educated at home by poorly paid teachers to send them to school.

So far as this district is concerned, I do not believe that any of the people who wish to send their children to school are deterred by the fees.

Results of the scheme.—Either the scheme will be a success from the point of view of the Government of India, *i.e.*, there will be a great increase in the number of pupils in Primary schools or it will be a failure, and the number of pupils will remain much the same. In the latter case the Government of India will have spent much money for nothing, but Provincial Governments and local bodies will not suffer. In the former case there will be a large increase in the number of pupils, necessitating increased expenditure which will have to be met from Provincial revenues or the funds of local bodies. Either of these sources of revenue is strictly limited, and it will, I think, be a generally accepted fact that the amount of money available for education can be definitely ascertained; any sudden increase of expenditure will have to be met by transfer from some other head, and the only head of expenditure which can as a rule be cut down to meet sudden emergencies is the Public Works budget. In this province communications are of paramount importance; they are essential to the welfare and prosperity of the agricultural community who form the majority of the population, and I would deprecate the transfer of any money from this head to education.

There is only one other way that I can think of by which a large increased expenditure on Primary education can be met, and that is by a revision of the educational budget. If the money for Primary education is provided by charging higher fees in Secondary schools or by reducing the Government grant to them, I have no objection to the scheme being tried; on the contrary, I should welcome it, as it would diminish the number of students receiving secondary education and would compel many of the class of failed F. A.'s who now seek to enter Government service to earn a living by following the hereditary occupation of the castes to which they belong.

From J. N. Gupta, Esq., I.C.S., Magistrate of Bogra, to the Commissioner of the Rajshahi Division, dated the 11th February 1907.

I have the honour to reply to your letter no. 1922-M., dated the 16th January 1907, forwarding the letter of the Government of India on the subject of the abolition of fees in vernacular schools, and inviting my opinion on the points raised in that letter. In their present Resolution, the Government have set forth their reasons for advocating a departure from the policy at present pursued of charging fees in all such schools. It is urged that the abolition of fees will not only be a substantial relief for these classes of people whose children receive education at vernacular schools, but will also be a powerful stimulus towards the advancement of elementary education amongst the masses. Reference is made to the Despatch of 1854 and the report of the Committee of 1882-83, and the reasons given on those occasions for charging fees in such schools, and the declaration is made that neither any consideration of financial insufficiency, or the peculiar circumstances and historical antecedents of the country and the people, can any longer weigh against the paramount duty of Government of giving the fullest possible encouragement to elementary education, and the time has now come when universal primary education should be made as much a reality as the resources of the Government will permit. With these views, in theory, I entirely agree. But it is obvious that the extent to which the ideal mapped out by Government can be realized in practice, will depend almost entirely on the amount of money Government will be prepared to set apart for this purpose. And I apprehend that after we fully realize the various demands for increased expenditure which we will have to meet, if we strive to attain not only the ideal of making elementary education free and universal, as is desired by Government, but also to improve the calibre of the existing schools and make such schools really efficient, and up to the standard of such schools in other civilized countries, a point to which perhaps sufficient stress has not been laid in the Resolution, I think the question will arise whether it will not be wiser to adopt some sort of a compromise, which, while going far towards realizing the ideal now held up, will at the same time present a workable scheme, which will not be beyond the present resources of Government. In my report I have suggested such a compromise which I venture to think might suit the case of Bengal.

2. The resolution has analysed in some detail both the immediate and the indirect and ulterior increase of expenditure which the Government will be called upon to meet should the proposed scheme be given effect to.

(*a*) It is proposed to abolish at once fees in all primary and middle vernacular schools in all—

(1) Government managed schools, and

(2) In all aided schools.

It is calculated that in 1904-05 the income from fees from such schools throughout India amounted to nearly 30 lakhs. It is also suggested that the grant of 35 lakhs for primary education in 1905 might have resulted in a marked increase in the number of boys in primary schools, and simultaneously of the amount of fees which is realized

from such schools. If fees are abolished, this sum will be the first increased charge on Government.

(*b*) Amongst the indirect charges the following items have been anticipated:—

(*i*) The lapse of the money which is now represented by voluntary subscriptions given for the maintenance of such schools. It is suggested that most likely the major portion of the subscribers will cease to pay when they find that Government is prepared to maintain the school. It is further pointed out that if primary education is to be made free it will hardly be reasonable to ask parents to pay subscriptions instead of fees. I also hold a similar opinion, and believe that, except in the rarest instances, there is no such thing as voluntary subscriptions in such cases, and as soon as the new scheme is introduced in a very large majority of cases these subscriptions will cease to be paid.

(*ii*) Then there will be the charge due to the conversion of unaided schools to aided schools. This has been estimated at nine and a half lakhs for India. I also think that after the introduction of the new scheme, gradually most of the unaided schools will apply for aid. There will be some exceptions of course, as in case of schools maintained entirely by a rich zemindar, some of which are even now free.

(*iii*) The third charge will be the increased expenditure which will be demanded by the expansion of the primary schools due to the abolition of fees in such schools. With due deference to the opinion of the Government of India, I think the increase in the number of boys will be far more rapid and marked than is anticipated in paragraph 12 of the Resolution. Since the receipt of the present communication, I have consulted local opinion in various parts of this district, and judging from my knowledge of the resources and ambitions of the poorer classes of Bengal, I have no hesitation in maintaining that in the course of a year or two from the date of the abolition of fees, there will be, in Bengal at least, an increase in attendance of 25 per cent., and in ten years, other things remaining the same, the number of boys will be nearly doubled. There is at the present moment a great and growing desire in the minds of the meanest cultivators to educate their children, though I admit that the passion is more for education in English than in the vernacular.

In making the above observations, I am aware that there are some experts who have expressed an opinion that perhaps the limits of the extension of primary education in Bengal have been practically reached and any further extension will have to meet with special difficulties (see paragraph 541 of Mr. Nathan's Report). But when it is seen that only 232 boys out of a thousand boys of a school-going age (paragraph 535) were in the primary stage of instruction in Bengal in 1901-02, it is difficult to say why any further extension must have to force its way amongst the aboriginal classes or "the children of classes of people supremely indifferent to education,—such as Haris, Bagdis, Domas, Chandals."

I also find that Mr. Nathan himself in his able summary (paragraph 537) of the reasons for the want of progress (really loss of 3,728 schools in case of Bengal) during the quinquennium (1897-98—1901-02) treated by him in his report, does not expressly state that the poverty of the people and their disinclination or inability to spend even a petty sum for education of their children may have stood in the way of any further advance. But Mr. Nathan attributes the disappearance of such a large number of primary schools in Bengal chiefly to the weak and ephemeral character of such schools, and he hopes that additions to education grant will greatly facilitate the growth and improvement of primary schools. And I feel confident if all primary schools in Bengal—

(1) are placed on a permanent footing by being maintained by Government grants;

(2) and fees are abolished in all such schools;

then my anticipation regarding the rapid expansion of all such schools are certain to be realized.

(*iv*) We have next to consider the great increase in expenditure which will be caused by all the aided schools being practically converted into Government managed schools.

It is true that in Bombay, the Panjab and the Central Provinces, most of the affected schools are already under Government management, but the statistics of the entire number of primary schools which existed in 1901-02 show that not less than 79 per cent. was under private and only 21 under public management. It has also been stated in paragraph 14 of this Circular that whereas the annual cost per head for educating a child in a public-managed school is on an average (for India) R5, it is only R1-5 for education in an aided school.

The following figures show the difference in the cost of education for each pupil for different classes of schools in Bengal for 1904-05:—

	Lower Primary schools.	Upper Primary schools.	Middle Vernacular schools.
	R a. p.	*R a. p.*	*R a. p.*
1. *Under public management*—			
(a) Managed by Government	5 10 4	3 11 8	9 4 0
(b) " by District or Municipal Boards .	4 3 4	4 14 9	8 12 0
2. *Under private management*—			
(a) Aided	2 10 0	3 9 4	7 15 6
(b) Unaided	1 13 0	3 8 5	7 2 3

It thus appears that the difference in the expensiveness between a public-managed school and a private-managed school in Bengal is not so great as the average for all India will tend to indicate. But it is notorious that all classes of schools in Bengal are much cheaper and much more inefficient than schools of similar description in Bombay for instance. And consequently whereas the average monthly cost of a Board school in Bombay was R37 in 1901, the average cost for an unaided school in Bengal was only R3 (see 446 of Mr. Nathan's Report).

3. The last two considerations lead to very important issues. For it is obvious that if it be the ultimate intention of the Government to make elementary vernacular education not only universal and free but also of a character worthy to be called education, and not an apology for it, like the instruction obtainable in the great mass of village schools in Bengal, Government must be prepared to greatly enhance the expenditure at present devoted to education. And as in my humble opinion, with the altered scheme the expansion of such schools will continue to be very rapid for some years to come, this branch of public expenditure will have to be a progressively increasing one at least for some time to come. In this connection I wish to draw attention to the following remarks of Mr. Nathan made in his summary of the reasons for the want of progress in primary education to which reference has been made before. He says "The income of District and Local Boards, on which rural education primarily depends, is to a considerable extent *inelastic* and the circumstances of the country have been such that it has not been possible to make largely increasing grants from Provincial revenues." Thus, in the past Provincial revenues have not been able to keep pace with the growing demands of rural education. It is extremely doubtful whether in the future in spite of the great improvement in the financial position of the Provinces, they will be able to provide an elastic and growing income for the maintenance of the rapidly expanding schools of the future. But this is a matter on which no opinion need be hazarded in this report.

4. One thing is abundantly clear, however, that the task which the Imperial Government have set before themselves is one of gigantic proportions, and is likely to prove much more extensive than would appear to be the case from calculations based on facts as they are at present. Reference has been made in this Resolution to the practice and attainments of England and other civilized countries with regard to the problem of the elementary education of the masses. Only three years ago, however, a critic of the Government was able to quote the following figures in the Imperial Council and press for an extension of primary education:—

Name of country.	Population in millions.	Total enrolment in Primary schools in millions.	Ratio of enrolment to population.	Total expenditure in millions of pounds.	Expenditure per head of population.	REMARKS.
1	2	3	4	5	6	7
					s. d.	
England and Wales .	31·7	5·7	17·7	12·1	5 0	
France . . .	38·5	5·5	14·4	8·9	4 11	
Switzerland . .	3·1	·65	20·7	1·3	8 5	
United States . .	75·3	15·3	20·1	44·5	91 0	
Canada . . .	5·2	·95	18·	2·	7 9	
Japan . . .	42·7	3·3	7·8	2·	0 11	
India (British) . .	221·2	3·16	1·4	·76	0 ·83	

The above figures, even if they approximately represent the state of things which prevails to day, must make us pause before we plunge into any scheme which has for its aim the immediate raising of the educational scheme of India on a level with the educational institutions of other countries which are the fruits of slow growth and unfettered financial resources.

5. But I hope, I have made my meaning quite clear. At the very outset, I have stated that I cordially agree with the high principles which have dictated the present Resolution of Government. It is also my firm belief that the abolition of fees from primary schools will be a source of great relief to the poorer classes, and will greatly advance the cause of vernacular primary education. If sufficient funds are available, no time should be lost in putting the scheme in its entirety into practice. But it should never be forgotten that the introduction of an universal and free system of primary education is not a greater and more pressing necessity than the improvement of the condition of the majority of such schools now in existence, as regards housing, the qualification of teachers, and their equipment generally. How miserable is the condition of most of such rural schools in Bengal it is needless to repeat here. Things are not very much better, it would appear, in Assam (see Mr. Monahan's remarks at page 4 of District Board's Report for 1905-06) or Madras (paragraph 539 of Mr. Nathan's report). That the Government of India fully realise that there is a great deal of room for reform in this direction is apparent from paragraphs 7 and 14 of the Resolution, in the former of which it is remarked that "the scale of grants should be revised as a whole so as to afford proper support to a system based upon the rule that fees are inadmissible," and in the latter it is anticipated that a large proportion of the aided schools will under the new system have to be absorbed into the Board's school system. But as I have said before, perhaps sufficient stress has not been laid on this aspect of the question. To resume, if the available funds, however, are not adequate to meet all these immediate demands and to make provision for all reasonable demands in the near future, a compromise should be effected and the foundations of the new policy laid, leaving it to time for the entire structure to build itself.

6. The compromise which I suggest for Bengal is this: Let us start with having one model Primary Vernacular free Board school for boys for each *Panchayati* union and one free Board school for girls for each thana. I know *Panchayati* unions are of different sizes in different districts, but if we want absolute uniformity we might fix our unit for which a school will be required, either a group of villages or certain population. These schools should be thoroughly well equipped and should be up to the standard of the Bombay Board's schools at least. I am in favour of doing away with the present distinction of middle vernacular, upper primary and lower primary schools, at least as far as these new schools are concerned, and grouping them all in one class as Government elementary schools. The advantages of the scheme now proposed would be—

(1) It would be more definite. The idea of incorporating all unaided schools within the fold of the new scheme, and gradually converting all aided schools into Board's schools as circumstances demand, is a little indefinite, and would be difficult to work in practice. Under the proposal now submitted, it would be possible at once to map out how many schools we are prepared to start, and how much money will be required. For Bogra we will want 104 schools for boys, 11 for girls.

At present in this district we have 318 lower primary, 59 upper primary and 12 middle vernacular schools, or a total of 389. Thus, instead of having to organize 389 under the new system, we will start with 104 schools only. The average cost of maintaining these schools may be put down at R25 per month.

(2) It will be comparatively less expensive.

(3) It will give us time to find out how the system of free education in India works in practice.

As a corollary to this modified scheme, I would propose that the other aided and unaided schools should be for the present left as they are. We should, I think, continue to grant the aids on the scale we are at present doing, leaving it to the managers of the schools to charge fees or not as they like. The only condition which we should insist on being observed is that schools claiming Government aid should possess a minimum degree of efficiency. As time goes on, as free education is more appreciated, and as the financial resources of the country develope still further, we might gradually increase the number of the vernacular free schools which we will now start.

7. There is only one other point in connection with this subject of the advancement of elementary education to which I wish to advert. It is about its control in the district. At present there is equality of control, the authority being divided between the Education Department and the District Board, an arrangement which I do not think is conducive to efficient management. The District Officer has opportunities of being intimately acquainted with the needs of each locality of the district, he has the necessary influence to persuade the public to take any interest in such institutions, and as a matter of fact the efficiency of all such schools greatly depends on the amount of personal interest the District Magistrate himself takes in these institutions. I am

therefore of opinion that authority should be centred in him, and he in his capacity as the Chairman of the District Board should have the guidance of the course of the rural education in the district. From this standpoint the recent orders of the Bengal Government placing all the Sub-Inspectors of Schools directly under the control of the Education Department was not in my humble opinion a step in the right direction.

8. To sum up—

(1) I am of opinion that the abolition of fees in the elementary vernacular schools will be a great relief to the poorer classes, and will give an immediate and a powerful stimulus to the growth and spread of elementary education among the masses.

(2) But the progress of education is not to be gauged by the increase in the number of schools or the number of pupils merely. A great and radical improvement in the condition of most of the rural schools appears to be an urgent necessity.

(3) If reforms on both the above lines be simultaneously introduced, and an attempt be made to make primary education both free as well as efficient, the scheme will require a very considerable increase of expenditure.

(4) And this increase will be at least for some time to come a progressive one, and adequate provision will have to be made not only for launching the new scheme into existence, but for meeting its increasing demands in the future.

(5) If the state of finances permit, the entire scheme should be at once introduced, otherwise its introduction should be *gradual*, but not in the sense of paragraph 16 of the Resolution. Fees should be gradually abolished, not from certain classes of a particular school, but at first from all elementary schools under Government management only; and there should be more of such schools of the Bombay type in all the provinces. The schools under private management should be left untouched for the present.

(6) To ensure the success of the new policy and the advance of rural education much greater use should be made of the services of District Officers, and they should be given larger powers as regards all rural schools.

From Maharaja JAGADINDRA NATH ROY of Nattore, to the Commissioner of the Rajshahi Division, dated the 11th February 1907.

With reference to your Circular no. 1922-M., dated the 16th January 1907, forwarding a copy of the Government of India, Home Department, letter no. 887 (Education), dated the 22nd November 1906, on the subject of the abolition of fees in primary schools, and asking for the expression of my opinion on the subject, I have the honour to submit that the scheme has my cordial sympathy if it can be properly worked out.

But I would beg respectfully to submit that the following points may be considered in coming to a definite resolution on the subject:—

1. That out of the total fees, R20,66,870, realised in Bengal, as appears from the annexed table, more than 87 per cent. is contributed by the aided schools, over 11 by the unaided schools, and only one and a half per cent. by the Government schools. Evidently, therefore, the burden of maintaining the primary schools will fall very heavily on the private proprietors and managers of such schools, and the result may be very much prejudicial to the interest of primary education, and many of these schools might collapse under the extra weight, unless the Government would be prepared to make grants-in-aid to such an extent as would fully compensate for the loss from school fees.

2. It is to be considered whether this abolition of fees even in Government and aided primary schools may not indirectly affect the secondary education by taking away the strength of the lower classes.

3. That there may not be increase in indirect taxation owing to this extra expenditure.

4. That it should be considered whether along with this abolition of fees, the primary education should not be made compulsory, otherwise the real object may be frustrated.

I may add here that the remarks of the Government of India with regard to the old Brahmanic tradition of free education may not be quite applicable in these days, because, in the ancient time, as on the one hand, the education of a *Dwija*, or the upper classes, was compulsory—the *Sanskar* of "Upanayan" fixed for the 7th or 8th year, meaning the commencement of education—so on the other hand imparting education was also a compulsory duty of a Brahmin, who in his turn would get all his expenses from the State.

Considering these things, I am of opinion that if the object of the scheme is to popularise primary education, it may not succeed unless the primary education be made compulsory, and the State be prepared to meet all the extra cost of such education.

From Babu BHUBAN MOHAN MAITRA, to the Commissioner of the Rajshahi Division, dated the 14th February 1907.

In reply to your letter no. 1922-M., dated the 16th January 1907, forwardisg a copy of the scheme laid out by the Government of India for abolition of fees in the primary schools and its reminder Circular no. 564-M.J., dated the 5th February 1907, I have the honour to state as follows.

2. The Government of India have expressed a desire to know that if fees be abolished, the unaided schools will be converted into aided schools or not. It is in my humble opinion highly probable that if the aided schools and those under public management have to abolish their fees, the large number of pupils now attending the unaided schools and paying fees will be attracted to those charging no fees. The necessary consequence will be that the greater portion of the unaided schools, if not all, will either disappear or be converted into aided schools. Also those schools which are private ventures of teachers will merge into Board schools. Thus it is apprehended that the abolition of fees may at last bring about the breakdown of number of schools, and I am afraid that the purpose of the Government to cause a wider spread of education among the mass will be defeated, as a decrease in number of schools means practically a decrease in number of pupils taught.

3. Under these circumstances, I beg most respectfully to suggest that, to carry this generous scheme of the Government into action, primary education should not only be free but also compulsory. Along with that, agricultural and technical training is to be given. There are, no doubt, some poor parents who cannot afford to send their children to schools on pecuniary consideration; but their number is small in comparison with that of others who look upon primary education with ignorant eyes, as a mere waste of time and energy. Now, if primary education be made compulsory, and if agricultural and technical training be given at the same time, it will not only tend to its wider spread but will also make it popular, especially amongst the cultivators who form the largest part of the population. If the Government be pleased to accept this suggestion they may work it into practice by establishing, as tentative measure, a certain number of primary schools in every district, allotting a certain sum of money for their maintenance. If the measure prove successful, the number of schools and the sum of money may afterwards be increased according to the demand of the day.

4. As regards the possibility of abolishing fees, I am at one with the views of His Excellency as expressed in paragraph 16 of the scheme, *i.e.*, to proceed *per saltum*.

Telegram from Raja THIRPUR, SHIVALA (Benares), to the Personal Assistant to the Commissioner of Jalpaiguri, dated the 25th March 1907.

Sorry illness prevents replying your 1922, January sixteenth, regarding primary schools. I think proposal excellent.

From B. K. MULLICK, Esq., I.C.S., District and Sessions Judge of Chittagong, to the Chief Secretary to the Government of Eastern Bengal and Assam, no. 518—XI., dated the 23rd March 1907.

I have the honour to acknowledge receipt of your letter no. 158—69-C., dated 7th January 1907, on the subject of abolition of fees in Primary schools, and in reply to submit the following expression of opinion.

2. I am a judicial officer, and have not the materials for dealing in detail with the India Government's proposals. I can, therefore, only give a general opinion on the advisability of abolishing fees. I appears to me that the time has scarcely arrived for making Primary education compulsory in India. It is nowhere more true than in this country that men attach little value on that which costs nothing. The charitable dispensaries all over India furnish a striking example of this spirit. Similarly in Bengal free Colleges have never succeeded for the same reason. If an instance were required, I would site the Maharajah's College at Burdwan. I scarcely think the argument that European countries have adopted free Primary education is applicable to India. The reform even in these countries is of recent growth and has, if I may say so, been forced upon the masses by a highly educated aristocracy and middle class. It is proverbial that reforms always filter downwards, and I respectfully venture to think that in India Primary education will not be popular till an educated upper class has been created, and has existed for a sufficient time to make its influence felt on the masses below. In England the process has taken about 800 years. It would be unreasonable to expect it to do so in India within 140 years from the overthrow of Muhammadan rule. For this reason, my reply to the question put in paragraph 12 of Mr. Risley's letter, dated the 22nd November 1906, is that the abolition of fees in Primary schools will not at present materially increase the number of pupils attending such schools, and that the benefit conferred on the country will not be in proportion to the large expenditure incurred.

3. It is also doubtful whether the benefit would be real and substantial. In my opinion, the apprehensions expressed in paragraph 13 of the India Government's letter are well founded. The custom of paying the teacher in village schools either in kind or in money is traditional in India, and it will be extremely difficult to prevent the proposed Board School teachers from exacting contributions from their pupils.

4. If, however, Government should decide on abolishing fees in its own schools and in those managed by Municipalities and other local bodies or by private persons with the aid of grants of Public Funds, one evident result will be to transfer the control of Primary education in India from private to Government management. There would be a general rise of efficiency, and from this point of view the change would be undoubtedly beneficial to the country. In-Germany a rigorous system of State education has produced the most remarkable results, and there is no doubt that in most countries State control would be productive of increased efficiency. But State control is, as the Government of India realises in the concluding portion of paragraph 14 of its letter, far more expensive than private control, and the question is whether the experiment is worth the expenditure. I would respectfully answer the question in the negative.

5. With regard to the questions of detail raised in paragraph 6 (*a*) and 15 of the India Government's letter, I agree with the views expressed therein by the Government.

From the Hon'ble Rai SITA NATH RAY, Bahadur, to the Officiating Chief Secretary to the Government of Eastern Bengal and Assam.

I have the honour to acknowledge the receipt of your letter no. 158—69-C., dated the 7th January last, forwarding a copy of the Government of India, Home Department, letter no. 887 (Educational), dated the 22nd November 1906, and inviting an expression of my opinion on the several points raised therein.

In reply I beg to submit the following observations and, in doisg so, I beg to state that my observations will be confined to the purely educational aspect of the question and its effect upon the masses, for it will not be possible for me to make a forecast of the additional costs that the scheme will entail.

It is a matter of supreme gratification that the Government of India has elaborated a scheme for rendering primary education free and that as soon, to quote the words of the Honourable Financial Member, as the sanction of the Secretary of State is obtained, the scheme will be brought into operation.

In all civilised countries, whether in Europe or America and even in that small State of Baroda, primary education having been long since made free and compulsory, it follows as a necessary sequence of the highly civilised Government, under which we have the good fortune to live, that the Government of India should now proceed to give the illiterate masses in this country the benefit of free education, the next step being to make it compulsory, of course with the necessary safeguards.

It is no exaggeration to say that in no civilised country in the world are the masses so steeped in ignorance and superstition, nowhere are they so devoid of all knowledge of the ordinary law of sanitation, devoid of all knowledge of the improved and scientific methods of agriculture, nowhere else do there exist so much ignorance and superstition side by side with a highly developed civilisation.

While thanking the Government for its benevolent intention, I cannot but express my concurrence with the observation, that the payment of fees makes the boys more regular in attendance and more attentive to their studies. With a view to minimise the probable effect of the abolition of fees, I beg to propose that prize or rewards should be given to boys on the results of monthly examinations and on the percentages of attendance every month.

Answer to question 6 (a).—In most places primary schools are the necessary adjuncts to the secondary schools, such primary schools being set up very often in opposition to the other primary schools in the same villages or in the neighbouring villages, solely to draw away boys from the other primary schools and thereby to swell the income of the secondary schools. In such primary schools it is not at all desirable to abolish fees, though they may be apparently under separate management and their curriculum may be distinguishable from that of an ordinary and *bonâ fide* primary school.

(*c*) I welcome the proposal of abolishing fees in the middle vernacular schools which are no doubt parts and parcels of primary schools, and also the proposal of providing school books and other school requisites free of costs to the students in the different kind of primary schools, but in this connection an important question arises how far it would be desirable and whether it would be productive of good to abolish fees in such primary schools which though in receipt of grants-in-aid have been set up at the residences of wealthy men or well-to-do middle class gentlemen and which are solely intended for the education of their respective children and relatives. In such cases I beg to submit, it would in my opinion be a waste of money to give the benefit of free education including free books and other school requisites to boys who do not want them, most of whom would consider it *infra dig* to enjoy the benefit of free education along with poor boys. After mature deliberation I come to this conclusion that abolition of fees should be insisted on in all primary schools as a necessary condition of their receiving aid from public funds, but not in schools which do not care to have any grants-in-aid, but the boys of the latter class of schools should not be debarred from the privilege of competing for all the prescribed examinations.

Reply to paragraph 7.—Managers of all kinds of primary schools, whether aided or unaided, charge fees both in cash and in kind and they together amount to a tolerably good sum sufficient enough to maintain a guru and his family. It may not be amiss to mention here that most of these gurus have got a strong hold upon their pupils and these latter are deeply attached to the former.

If complete abolition of fees is to be insisted upon as it should, then unless, in special cases, special grants commensurate with the fees formerly charged be given, these gurus or managers will hardly agree to abolish fees altogether and to content themselves with grants-in-aid alone.

What I therefore beg to propose is this, that in cases where a primary school is maintained not only by fees from pupils but by subscriptions from private parties and by a grant as well, there the abolition of fees should be insisted on, but where fees are the only source of income of a primary school, there, if fees are to be abolished, a special and enhanced grant should be given.

There is no doubt that though a few gurus may not for the present care for public grants and continue to charge fees as before, the effect of the general abolition of fees would be that very shortly all the boys would be attracted to schools where fees are not charged and schools charging fees would be left without boys and would cease to exist.

Paragraph 12.—On account of the unusually high prices of jute and rice, cultivators, people engaged in cultivation, are now better off than before. With such cultivators, but not with the other classes of people, it is not the difficulty of finding the fee, but other considerations which deter them from sending their boys to school.

On the whole, with a taste growing among all classes for education, the effect of the abolition of fees would be gradually to increase the number of school-going boys, but I cannot believe that its immediate effect would be to make a very large increase of the number of children at school, the effect must be slow and gradual.

Paragraph 13.—If fees are to be abolished as proposed, it would be necessary to take efficient measures to prevent teachers from exacting fees. The only remedy that I can suggest is, that in case of their continuing to realise fees, teachers should be deprived of grants from public funds for six months or a year, and their boys should also be debarred from appearing in any public examination for a year. But I don't think it would be desirable nor would it be possible to prevent teachers from receiving presents from their pupils on ceremonial occasions, such presents being sanctioned by the custom of the country and no obloquy attaches to their receipt.

Paragraph 15.—I beg to express my hearty approval of the proposal that books and other school requisites should be supplied to children free of charge, but only to such children as would ask for them and not to children who are so well off that they would not care to ask for them. In my humble opinion it would be a pure waste to supply books gratuitously to children of wealthy men.

Paragraph 16.—It is better to proceed with the abolition of fees *per saltum* and not gradually.

In conclusion, I request you to kindly excuse me for the long delay in sending my reply.

From the Chief Secretary to the Government of Eastern Bengal and Assam, to the Hon'ble Mr. H. SAVAGE, C.S.I., I.C.S., First Member, Board of Revenue, Eastern Bengal and Assam, the Hon'ble Mr. C. R. MARINDIN, Second Member, Board of Revenue, Eastern Bengal and Assam, the Secretary to the Provincial Land-holders' Association, Dacca, the President of the Provincial Muhammadan Association, Dacca, the Hon'ble Rai DULAL CHANDRA DEB, Bahadur, Sylhet, the Hon'ble Rai SITA NATH RAY, Bahadur, 68, Sova-Bazar Street, Calcutta, Rai JAGANNATH BARUA, Bahadur, Jorhat, N. D. BEATSON BELL, Esq., C.I.E., I.C.S., Director, Department of Land Records and Agriculture, Eastern Bengal and Assam, MUHAMMAD YUSUF, Esq., District and Sessions Judge, Noakhali, SYED NURUL HUDA, Esq., M.A., Barrister-at-Law, District and Sessions Judge, Pabna, BASANTA KUMAR MULLICK, Esq., B.A., District and Sessions Judge, Chittagong, KIRAN CHANDRA DE, Esq., B.A., Registrar of Co-operative Credit Societies in Eastern Benga and Assam, no. 158—69-C., dated the 7th January 1907.

I am directed to forward a copy of the Government of India, Home Department, letter no. 887 (Education), dated the 22nd November 1906, on the subject of the abolition of fees in Primary schools, and to say that the Lieutenant-Governor will be glad to be favoured with an expression of your opinion on the points raised therein at an early date.

Memorandum by the Under Secretary to the Government of Eastern Bengal and Assam, no. 170—74-C., dated the 7th January 1907.

Copy, with a copy of the Home Department letter of the 22nd November 1906, forwarded to the Commissioners of Divisions, with the request that they will favour Government at an early date with an expression of their views and those of any selected District Officers, popular associations and Indian gentlemen (other than those addressed direct), whom they may wish to consult.

Memorandum by the Under Secretary to the Government of Eastern Bengal and Assam, no. 175-C., dated the 7th January 1907.

Copy of the Home Department letter no. 887 (Education), dated the 22nd November 1906, forwarded to the Director of Public Instruction, Eastern Bengal and Assam, with the request that he will be so good as to favour Government at an early date with an expression of his views after consultation with his Inspectors and other educational officers.

From the Hon'ble Mr. H. SAVAGE, C.S.I., I.C.S., First Member to the Board of Revenue, Eastern Bengal and Assam, to the Chief Secretary to the Government of Eastern Bengal and Assam, dated the 12th January 1907.

With reference to your letter no. 158—69-C., dated the 7th January 1907, forwarding a copy of the Government of India, Home Department, letter no. 887 (Education), dated the 22nd November 1906, on the subject of the abolition of fees in Primary schools and asking for my opinion on the points raised therein, I have the honour to reply as follows.

2. Assuming that the finances will permit (as to this I have no knowledge), I am of opinion that the abolition of fees in Primary (including Middle vernacular) schools under Government management or to which aid is given will give an impetus to vernacular education provided that care be taken to keep the teachers up to the mark. At present the teachers have to satisfy the parents or else the attendance falls off and they lose their fees. This safeguard will now be withdrawn, and for it there must be substituted surprise visits and constant and rigorous inspection.

3. Another point too must be kept in view. At present in the Dacca division (at least) there is a system under which the grant-in-aid is in part contingent on the attendance of a certain number of Muhammadan pupils or pupils of the lower castes of Hindus. This system should be maintained and extended. There is a wide-spread feeling against pupils of these classes among the ordinary gurus—much more wide-spread than appears on the surface—and unless strict measures be taken under either European or Mussalman supervision in each district, boys of the Mussalman and lower Hindu classes will be shouldered out of the *pathsalas* and the benefit of the abolition of fees will accrue solely to the higher caste Hindus. Probably no amount of inspection will avail to prevent this, unless it be distinctly ruled that the teachers' pay will to a certain extent depend on the number of pupils of these classes who pass a certain examination.

4. In summing up the cost of the new departure a large increase in the inspecting staff should be kept in view. Without this the result will be failure.

5. I am strongly of opinion that Europeans (in which terms I include those of mixed blood) should participate in the boon which is being offered to the people of this country. There is no class to which education is of such absolute necessity and no class which is less able to provide for it from their own earnings than the poor *feringhis* of Dacca or Chittagong, and I believe few will differ from me when I say there is no class which it so much concerns the dignity of Government to raise from the present abject condition by placing educational facilities within their reach. In this province at least the cost of educating all the *feringhi* youths free would not be great, and I think Government should undertake it.

6. As to other questions mooted in the letter of the Government of India I need only say—

(1) that in this province there is no reason why the abolition of fees should not be made a condition of all grants-in-aid;

(2) that all Primary schools to which aid is given should be brought under one and the same system of inspection;

(3) that the change should be made *per saltum*. *Pro rata* reductions would be impracticable.

From M. YUSUF, Esq., I.C.S., District and Sessions Judge, Noakhali, to the Chief Secretary to the Government of Eastern Bengal and Assam, no. 109, dated the 15th January 1907.

I have the honour to acknowledge the receipt of your letter no. 158—69-C., dated the 7th instant, asking for an expression of my opinion on the question of abolition of fees in Primary schools. I have carefully considered the Government of India letter on the subject, and it appears to me that if Government finances are readily available, the proposed measures should eventually prove very beneficial to the lower and poor classes of the people. If the scheme is given effect to, for reasons given by the Government of India in paragraph 16 of their letter, the fees should be abolished *ad saltum* and not gradually.

From Rai DULAL CHANDRA DEB, Bahadur, Government Pleader, Sylhet, to the Chief Secretary to the Government of Eastern Bengal and Assam, dated the 25th January 1907.

With reference to your letter no. 158—69-C., dated the 7th January 1907, forwarding a copy of the Government of India, Home Department, letter no. 887 (Education), dated the 22nd November 1906, for my opinion, I have the honour to forward the same herewith.

The abolition of fees in Primary Schools.

The proposed measure may involve some consequences which appear to be both advantageous and disadvantageous to the country.

The advantageous consequences may be summarised as follows:—

(*i*) The abolition of fees in Primary schools shall relieve the cultivators and other poor people of a great burden which they heretofore bear for educating their children.

(*ii*) The relief of the educational charges may enable the cultivators to spend a corresponding amount for some useful works, such as the introduction of some improved form of cultivation and the meeting of the casualities of the seasons.

(*iii*) It will place educational benefit at the door of every cultivator and enable their poor children to receive some education against whom poverty has now shut the door of educational institutions.

2. On the other hand, the disadvantages likely to accrue from the system are as follows:—

(*i*) There may be a laxity in discipline and irregularity in attendance on the part of the students.

(*ii*) The abolition of the Middle English schools may be the ultimate result.

(*iii*) Free education when it will reach every cultivator may draw all their boys to school. In an economic point of view there may be some serious result. The boys of the cultivators, from the time they attain the school-going age, served their parents or help them in different ways. They tend the cattle, plough the land, reap, carry or thrash the crops, and so they perform not a small portion of the agricultural works before they attain the age of maturity. If these boys be withdrawn from their hereditary or traditional occupation their parents will have these works to be done by hired labour, and so the cost of agriculture and the value of labour will increase, and as a consequence thereof there may be a rise in the price of the food-grains in this country.

(*iv*) India is an agricultural country, and it is agriculture alone on which the bulk of the Indian population subsist. If all the boys of the cultivators be drawn to the schools where they will be taught only the elementary lessons on reading and writing, it is apprehended and I think, with good reasons, that this education will render them unfit for the work of cultivation. They spend their boyhood in doing works of manual labour. Exposure to sun and rain hardens their constitution. But if they spend their boyhood in school in reading and writing only, their constitution is likely to deteriorate, and in that case they may not be able to carry on agriculture in the same way as they would have done if they were trained under their parents. Besides, by being educated at school, it is natural that they will imbibe some idea of vanity and so they may not like to work in the field.

3. These are the advantages and disadvantages which may follow the introduction of the measure, and if they are weighed and balanced against each other, it is very difficult to conceive which will preponderate in the scale. But I think there are some safeguards or safety valves which may be applied to prevent or at least to mitigate the effect of these disadvantages, and therefore the measure may be adopted, subject to the application of the counteracting measures which are mentioned below—

(*i*) The abolition of the Middle English schools will no doubt affect the high education in India. This is a condition of the country which is not at all desirable. Notwithstanding the introduction of free primary education in this country, the Middle English schools may be maintained in their present condition if fees be abolished in those classes in which Primary standards are taught. If these counteracting measures be not adopted, the Middle English schools, I fear, may collapse.

(*ii*) Discipline and regularity in attendance will no doubt run a considerable risk from the abolition of fees. While free education is to be imparted, it may be contended that imposition of fine is not admissible to enforce discipline and attendance in the schools. Infliction of corporal punishment according to school discipline may hardly have any effect on the boys of the cultivators. In these circumstances, I think that imposition of fine should be resorted to, whenever necessary, in order to maintain discipline.

(*iii*) The withdrawal of boys from their hereditary or traditional occupation will, no doubt, affect the economic condition of the country, but I think free education will be no sufficient inducement to the cultivators, who, as a

class, live from hand to mouth to withdraw their boys from their occupation and send them to school. The object of the measure may not be sufficiently attained if Government do not make education compulsory by legislation. It is, however, a question to be decided whether compulsory education in India will improve the economic condition of the country or will revolutionize it. In my opinion, there exist no analogy between England and India on this point. The former is an industrial country, whereas the latter is an agricultural one. In England industrial arts are taught in the schools and the students, after leaving the schools, utilize what they learnt in the same manner and in the same way in which they were taught; but in India the boys of the cultivators who learn reading and writing under the roof are thrown into the fields to plough the land, to reap the crop and to carry the same to their home. These are the works to which they were never habituated before. In my opinion, if education be not made compulsory, free education may not affect the economic condition of the country.

(*iv*) There can be no doubt that regard being had to the time when and the place where the boys are taught in school, there is some apprehension that their constitution may be somewhat unfit for carrying on the works of cultivation. Boys remain in school from 11 A.M. to 4 P.M., and so they have no time to help their parents in the agricultural works. If the Primary schools be held from 3 to 5 P.M. the attendance of the boys may not interfere with the cultivation works, as the works of cultivation are done generally before midday, and their parents will then have the opportunities of utilizing them for their hereditary or traditional occupation. It should be borne in mind that the training to the work of cultivation is the primary education of the agriculturists and reading and writing is but a secondary or supplementary one. If this mode of training be introduced the boys of the agriculturists will, I think, be more benefited by it.

4. As stated above, there are advantages and disadvantages that are likely to result from the introduction of the measure in question, but the disadvantages stated may be averted or at least mitigated by the adoption of the counteracting measures already mentioned. No universal attendance can be expected without the introduction of a compulsory system, but there will decidedly be an increase in attendance in school, if fees be abolished. At present, two millions of boys receive education on payment of fees, and the present measure may double the number. But in no circumstances, I think, the boys of every cultivator will attend school. However, the abolition of fees will be a relief to those students who now pay fees and will attract more to the school; and therefore I think and that there is every reason to hail the measure as one of the great benefits to this country.

5. The supply of school requisites free of charge is no doubt an additional relief to the cultivators, but I think these should be distributed under some definite rules. If the distribution be laid at the discretion of the teachers, there may, I fear, be some abuse.

6. The abolition of fees should, I think, be *per saltum*. If fees be abolished in some schools and retained in others, the schools in which they will be retained will materially suffer. In my opinion, all the institutions should be placed on the same or equal advantage by this concession.

7. I do not think it possible that the teachers will dare to levy a blackmail on the students or their parents in the name of contribution or perquisites after the abolition of fees. It is not unlikely that some may resort to this; but this is a matter of strict supervision on the part of Government and its discontinuance in those localities where it at present prevails entirely depends on the employment of inspecting agency to be entertained by Government for the purpose.

From N. D. Beatson Bell, Esq., C.I.E., I.C.S., Director, Department of Land Records and Agriculture, Eastern Bengal and Assam, to the Chief Secretary to the Government of Eastern Bengal and Assam, no. 731-S., dated the 29th January 1907.

With reference to your letter no. 158—69-C., dated the 7th January 1907, forwarding for my opinion Sir Herbert Risley's letter no. 887, dated the 22nd November 1906, on the subject of free primary education, I have the honour to say that I approve of the proposal to abolish fees in all aided Primary schools. I would also provide text-books to the children at the cost of Government. I am aware that in other countries primary education has been made free as a corollary of its being made compulsory. The conditions of India are, however, very different from those of other countries, and I do not think it desirable that we should wait for the introduction of compulsory education before we abolish school fees. The proposal is a wide reaching and democratic proposal, and I hope it will not be abandoned through fear of the epithet "eleemosynary". If it is financially possible I would certainly proceed *per saltum* and not step by step.

2. As to the point raised in paragraph 12 of the Government of India's letter, I do not think that the abolition of fees in Primary schools will result in this province

in an immediate influx of new scholars upon any large scale. The effect of the measure will be gradual.

3. While agreeing generally with the remarks contained in paragraph 13 of the Government of India's letter, I do not think that any steps should be taken to discourage voluntary gifts from pupils to teachers. Voluntary gifts of this nature take place at times of religious festivals and are a pleasing feature of village life. The custom will probably die out in time, just as a similar custom has died out in Scotland; but I do not think that there should be any official interference in the matter.

4. The other points in the letter can best be dealt with by educational experts.

From RAI JAGANNATH BARUA, BAHADUR, B.A., to the Chief Secretary to the Government of Eastern Bengal and Assam, dated the 30th January 1907.

In reply to your letter of the 7th instant, no. 158—69-C., regarding the abolition of fees in the Primary schools, I beg to state that I am thankful to the Government for inviting my opinion on a subject of vital importance, in which all sections of the people are very keenly interested.

I believe the proposed measure will receive cordial and general support from every province in the country; owing to the educational backwardness it is essentially necessary to afford all possible facilities for a wide diffusion of education, the abolition of fees in the Primary schools will be regarded as a highly beneficial measure throughout India. It will also be appreciated as a relief, however small it may be, by a poor and heavily taxed people.

The argument contained in paragraph 54 of the despatch of 1854, in favour of the policy of charging fees, holds good only so long as the people are in primitive stages of civilisation, as not to be able to appreciate the benefits of education. The steady increase in the number of students, both in the Primary and Secondary schools and many other indications of desire to receive education among the masses, tend to show that the Indian people are at present in a position to realize the value of education without being required to pay for it; and as observed in the letter of the Government of India, the necessity of charging fees as a safeguard against misunderstanding has long ago disappeared.

With reference to the two points advanced by the Education Commission of 1882-83, having regard to the progressive expansion of national revenue since then, the first point can have no longer any force whatever; the difficulty alluded to in the second point will also disappear when education is brought within reach of all.

As regards the distinction made between Primary schools and primary departments of Secondary schools, I would say that if a primary department of a Secondary school imparts education which is to all intents and purposes secondary education, it cannot be considered as a Primary school, although it may be separately situated and managed, and it chooses to call itself a primary department. Such departments cannot of course be made free, the present scheme being intended for primary education alone. But, on the other hand, if such a department imparts only primary education, there is no reason why it should not be considered as a Primary school and made free, simply because it is connected with a Secondary school; it may not be separately situated and managed, it may also be preparatory to the secondary department, but it is a Primary school so long as the education it imparts is primary. I would, therefore, suggest that instead of making wholesale exclusion of primary departments of Secondary schools, as understood in the last sentence of paragraph 6 of the Government of India's letter, exclusion may be made on the above principle, and its application, I venture to think, will not present much difficulty. As regards the rest of the said paragraph, I beg to support it fully.

When education is made free in the Board and the aided schools, the unaided ones which now charge fees may not be able to support themselves any longer. The best thing will be to give them the option of coming to the list of aided schools.

As regards the increase of the number of children at school, I venture to think that it will come about gradually and by slow degrees and not at once. But the Government should be prepared for the gradually increasing expenditure for the establishment of new village schools to meet the increased demand for education created by abolition of fees, the ultimate aim being to establish a Primary school in each village.

With regard to the attempt that may be made by some teachers to levy fees in contravention of the Government rules, it may be stated with confidence that when the policy of the Government will be known to the generality of the people, they will refuse to pay fees if any attempt is made in a particular school to realize them. Should, however, any such tendency show itself, the inspecting staff of the Government will be able to remove it.

I beg to support heartily the proposal of supplying the boys with books and other requisites, free of cost. But if it appears impracticable for want of funds or other sufficient causes to supply all pupils with books, etc., some provision must be made, at least for those who cannot afford to buy such books and other requisites.

In my opinion, the gradual abolition of fees as suggested in paragraph 16 of the letter would not be convenient in the face of the difficulties enumerated in the clauses (1), (2) and (3). Therefore the *per saltum* course is preferable, especially as the classes in the Upper Primary schools contain only a few pupils, and also such a step will be highly appreciated by the people, and it will increase the respect and affection of the masses towards the Government of the country. It is further desirable that the whole scheme should be promulgated throughout India at the same time.

I sincerely thank the Government for the wholesome and long desired change which they have been kind enough to propose, and which I hope will soon be carried into effect, and which in the near future will be followed by compulsory education.

From K. C. De, Esq., I.C.S., Offg. Registrar, Co-operative Credit Societies, Eastern Bengal and Assam, to the Chief Secretary to the Government of Eastern Bengal and Assam, no. 654, dated the 27th January 1907.

I have the honour to acknowledge receipt of your letter no. 158—69-C., Education Department, Education Branch, dated the 7th instant, forwarding copy of Government of India, Home Department, letter no. 887 Education, dated the 22nd November 1906, calling for an expression of my opinion on the points raised therein and to submit this reply.

2. I can scarcely conceive of any measure which will be more beneficial to the country and the people than the universal spread of primary education, and the present proposal to abolish fees in Primary schools will be welcomed by all classes of people as a first step towards this end. There can hardly be two opinions regarding the wisdom and the benevolence of this proposal of Government of India. That the imparting of free primary education is a duty of the State, has been recognised in all civilised countries. The traditions of both Hindu and Mahomedan communities enjoined free education of children, although such education was at first religious in character, but the same system spread to secular education also, and until very lately village schoolmasters were paid in kind only with occasional donations of money at festivals. Even now no fees are charged in the indigenous religious schools in the mofussil, both among Hindus and Mahomedans. I believe there are few Primary schools in Bengal which are solely maintained by fees, being the private ventures of local men or schoolmasters, and except by these people who may consider their source of income jeopardised, the idea will be received by all classes of people with rejoicing.

3. Referring to paragraph 6 of Government of India letter, I beg to submit that it will not be judicious to abolish the fees in the primary classes of the Middle English or High schools or in the schools for European children. Children who are marked out for higher education than Primary schools can offer should go to these schools, and it is expected that they can afford to pay for their education. The existing provision of remission of the whole or a portion of the fees of a limited number of pupils in these schools will meet the cases of the deserving poor who aspire to higher education.

4. Referring to paragraph 7 of Government of India letter, I beg to submit that I know of no aided schools or class of aided schools which need be allowed to charge fees while retaining the aid. If the proposal is to have any practical effect, fees should be abolished in all Primary schools, and the effect of abolishing them in publicly managed and aided schools will be that private schools sooner or later will be compelled to do the same or die out. If some aided schools are allowed to retain the fees, the idea is very likely to prevail that the training in these schools is better than in the free schools, and the effect of the abolition of the fees in the latter will be lost.

5. Referring to paragraph 11 of the Government of India letter, I beg to submit that some of the unaided High schools in Eastern Bengal are likely to succumb in consequence of the abolition of fees in the aided Primary schools. I have noticed that in the large number of High schools that have sprung up during the last ten years, there are but a few boys in the first four classes, but the number of boys in the primary classes is very disproportionately great. These schools which can only be inspected by the Inspector of Schools are not very frequently visited and the inspections generally are confined to the higher classes. Consequently it happens in not a few cases that the primary classes are not satisfactorily taught. Most of the pupils of these schools do not intend to go up for a standard higher than the primary, and one of the consequences of abolition of fees in the Primary schools, but not in the primary classes of High schools, will be that these pupils will revert to the aided Primary schools in the neighbourhood, or Primary schools will spring up and clamour for grant-in-aid. I have seen very few unaided Primary schools, but I anticipate that such schools will either die out or become converted to aided schools sooner or later.

6. Referring to paragraph 12 of the letter of Government of India, I beg to submit that I do not consider that the number of pupils in the Primary schools will suddenly increase to a large extent on the abolition of fees. In villages inhabited by the *bhadraloke* or the middle classes there will be some increase, but the agriculturists are not likely to begin at once to send their children to school. They do not send their children to school primarily because they do not understand the advantages of education and,

secondly, because even small children are required for herding cattle and other household work. Education will spread among them slowly. There will be some expansion of the system among them, and no doubt the Departmental Officers will endeavour to form special schools for children of agriculturists, but such expansion is sure to be very gradual.

7. Referring to paragraph 13 of the Government of India letter, I beg to submit that in Eastern Bengal it will not be very difficult to ensure that no fees are realised by the schoolmasters in cash or kind. As far as my knowledge extends, villagers generally grumble to pay the fees and even the voluntary contributions, and these are very often in arrears. When once it is known that payment of fees are prohibited, there will be little chance of the schoolmasters collecting anything at all from the villagers. In some schools among the lowest classes, the schoolmaster is given a house, paddy and service by the villagers as contribution towards his salary. This system will have to be carefully altered in these cases, and once the system of free education and payment of salary in cash is brought into operation the other contributions will cease.

8. Referring to paragraph 14 of the Government of India's letter, I beg to submit that voluntary contributions are likely to cease in aided schools unless the District Officers exert their personal influence. People are likely to think that the abolition of fees means the abolition of payment of any kind by the parents, and voluntary contributions are included in this. Among the middle classes, abolition of voluntary contributions will be more eagerly welcomed than abolition of fees. The zamindars and enlightened villagers, who considered it a duty to help the cause of education, will think that Government is desirous of taking the whole burden of the cost of primary education, and unless they are specially asked they are likely to stop their contributions.

9. In reference to paragraph 16 of Government of India letter, I beg to submit that it will be better, if funds are available, to introduce the system at once all over the country. Very strong reasons for this are given in the paragraph mentioned.

From MAJOR T. C. PLOWDEN, I.A., Third Secretary to the Chief Commissioner, Central Provinces, to the Secretary to the Government of India, Home Department, no. $\frac{1087}{\text{VI}-1-43}$, dated the 28th August 1907.

I am directed to submit the following reply to Sir Herbert Risley's letter no. 888, dated the 22nd November 1906, asking for an opinion as to the expediency of abolishing all fees in Primary schools. I am to express regret that the reply has been delayed; but the proposal, as far as these Provinces at least are concerned, required the most careful consideration on the part of those best qualified to give an opinion, and the Chief Commissioner was not prepared to formulate his views on so important a subject without taking full time to weigh the conflicting opinions which he has received.

2. With the single exception of the Akola Municipal Committee, all the Local Bodies of the Central Provinces and Berar have welcomed the proposal to make primary education free, and the majority of District Officers have also been inclined to favour it; but some of the most experienced of the latter, all the Commissioners and all the principal educational authorities, have condemned it as premature, and as likely, in the circumstances of the Provinces, to retard rather than to advance the spread of primary education among the masses. Non-official opinion appears to be divided; but some of the most competent judges do not approve of the measure.

3. There is a specious attractiveness about the term "free primary education," and so long as it is to be free at the expense of some other authority, a Local Body will naturally see no obvious objections to its introduction. If the Boards had been told that they were to abolish all fees and find the means simultaneously for the maintenance of existing schools, as well as for their further increase, it is not improbable that they would have scanned the proposal more critically than they have done. In inviting opinions, it was not considered desirable to give any particular line to those consulted, and the proposal as formulated by the Government of India, followed as it was by announcements in Council, has certainly given the impression that the policy itself was finally approved, and that all that was necessary was the consideration of subsidiary questions and the determination of the immediate cost involved.

The Chief Commissioner does not however understand that this was the intention of the Government of India, for in the first paragraph of the letter under reply an opinion is specifically invited as to the policy of the measure advocated; but even were this not the case, he would feel bound to lay before the Government of India the serious objections, apart from the cost, to which he considers the policy to be open.

4. The great principles which are in conflict with a system of free primary education in this country are stated in paragraphs 3 to 5 of the Government of India's letter. It is true that they are stated only to be assailed by counter-arguments; but the Chief Commissioner feels constrained to urge, with great deference, that the assault made upon them is far from being effective. In 1854 it was held that "experience in England and other countries showed that a purely gratuitous education was valued far less by those who received it than one for which some payment, however small, is made."

The fact that in England such education has been made free and compulsory since, does not in the least disprove the assertion made in 1854; it does not prove that it was untrue then; it does not even prove that it is untrue now, either in India or even in England. The question is not whether this statement (which indeed must be true for all time and in all communities for all human acquisitions not excepting education) is still true or not, but whether there exist in India at the present day conditions so similar to those in England and in other countries quoted as precedents that the time and occasion have come for introducing in India also the same system of free primary education as is believed to be suitable in those countries, notwithstanding the fact that education which is gratuitous continues to be less valued than education for which payment has to be made.

5. We are a very long way from universal education in this country, and still farther away from compulsory education. When education has first become universal, and next compulsory, then may arrive the time for making it free. It is an intelligible, though often a mistaken, policy to make something free, with a view to charging fees later on, when what is novel has become known; but to give free what the majority of people ought to pay for and what they are prepared to pay for if the opportunity be given them, would, in the Chief Commissioner's opinion, be an unnecessary sacrifice and a serious administrative error. In England education was made compulsory in 1876, but it was not made free until 1891. Again, in Japan education has been made compulsory but fees are still charged in many cases.

In paragraph 3 of the letter under reply it is stated that, although payments by pupils were always made by ancient practice in India in schools in which arithmetic and reading and writing in the vernacular or Court language were taught, yet it has always been opposed to Indian tradition to charge a fee in Sanskrit schools. This does not, the Chief Commissioner submits, form a precedent of value for the policy proposed. It only shows that secular education and religious instruction have always had a tendency to be dissociated, and it is with secular education that we are now dealing. Moreover, the correctness of this statement regarding Sanskrit schools is challenged in some quarters. The pupil if he paid no fee became a servant, if not almost slave, of the teacher. The relations were rather those of master and disciple than teacher and pupil. Education was not made free in England before private effort had reached practically every class that could afford to pay for the education of its children (a very important difference from what is proposed in India); and to introduce it now into this country would constitute an attempt to leap across a century of natural progress, and to sacrifice the whole of the educative effect on a people which the steady expansion of education by private effort itself affords. The immediate introduction of free primary education at the stage to which education has now attained in these Provinces and in the manner contemplated in Sir Herbert Risley's letter is equivalent to laying down at once the proposition that it is not the duty of parents to educate their children, or at least only the duty of European and Eurasian parents [paragraph 6 (*b*)], or of certain town living parents [paragraph 6 (*a*)]. The exceptions proposed in that paragraph, and the general presentment of the case for abolishing fees, imply a belief that the fees paid are deterrent to Indian parents, and that their remission will be followed by a great increase in the number of scholars. The Chief Commissioner is unable to state how far this expectation is warranted in other parts of India, but neither proposition is true so far as the Central Provinces are concerned.

6. In all rural areas, provided that ample power is given to Local Bodies to meet the case of the children of really indigent persons (a power which is freely exercised), the causes of abstention of boys from school attendance are four in number—

(i) want of appreciation of the advantages of education;

(ii) unwillingness on the part of particular weak parents to coerce idle boys;

(iii) value of child labour to cultivating and labouring parents;

(iv) objection by parents of high castes to the admission of boys of low castes to the village school.

Free education will have no effect in the two first and the last classes of cases, and the only slight effect it may have on the third class will be counterbalanced by the fact that parents will be less ready to insist on regular school attendance on the part of their children when it is free than if they have to pay fees. The fee of one anna a month can make little difference in turning the scale if the child's labour is worth two or three rupees a month to the parents.

7. Any assumption that the total remission of fees would cause school attendance to rise by leaps and bounds is based on an entire misconception of facts. The small proportion of boys attending school is due not to the inability of parents to pay fees, but to the fact that there are relatively so few villages to which schools are accessible. The problem of extension of primary education is one not of scholars but of schools. Where the people are anxious for a school they will pay handsomely for it; where they do not care about one, no remission of fees to poor and well-to-do alike will make it popular. The history of the administration of primary education by District Councils is full of instances of schools which failed not because the people were any poorer than

those of villages which supported schools, but because the desire was lacking. It is not uncommon to find villages in which the people allow the new school to die of inanition; it is also common to find villages in which people petition for a school, and support the genuineness of their request by such evidences as the engagement of a private teacher, the payment of fees higher than those demanded in Board schools, the provision of a building, and other similar manifestations of interest. A policy of free primary education would do much to stifle the enthusiasm of the latter without quickening the interest of the former kind of villages. But, whatever course may be adopted, it will be years before all rural areas can be supplied with schools, so that the argument stated in paragraph 4 of Sir Herbert Risley's letter continues with unabated force. As it is, while every village in the province pays an education cess, only a small percentage derive the benefit of a school; and if the people who have schools in their villages are also to contribute nothing to their cost, however well able to pay, the cause for grievance will certainly be enhanced. The refutation of the argument in paragraph 4 becomes effective only when the policy inculated of spreading primary education has become an accomplished fact; but the accomplishment will be retarded, not accelerated, by the premature grant of free education.

8. In the Chief Commissioner's opinion the case for free primary education rests on analogies which are fallacious, and which are admitted to be fallacious in all other branches of administrative reform. There mus be a certain demand for education before it can be profitably extended,—a demand tested by willingness to pay. It is this test which is so valuable and which the grant of free primary education will obliterate. The demand must be a demand of people willing to pay for what they value; but not the mere demand of the politician. The average fees in primary schools of the Central Provinces and Berar are estimated to amount to ₨83,000, a sum which is now spent on school purposes. They yield a recurring income sufficient to maintain 230 schools, so that the remission of fees will prevent the opening of 230 schools, equivalent to nearly ten thousand scholars. If there are funds available to compensate for the loss of fees, these same funds would suffice to serve a population of 140,000 people who have no schools which their children can attend.

9. The existing system in the Central Provinces (a system which is now to be extended to Berar) provides admirably for the earliest lessons in local self-government which the people receive. In every rural school there is a school committee of village elders; the fees are retained in the village for local expenditure on school gardens, furniture, petty improvements, books for indigent children and such like; and the collection and spending of these fees, small though they are, afford these committees an interest in their business which would otherwise be lacking. When the balance of this little local fund does not suffice, the members of the committee are often ready to subscribe, or to raise subscriptions in their villages, for small improvements. If these fees are abolished, this miscellaneous expenditure will have to be met from contingent allotments, the insufficiency of which will always be a source of complaint, and it is highly probable that once there is the idea that the "Sarkar" pays for everything, private generosity will dry up, and constant demands will be made for increased allotments. There is only one part of the Province in which the state of things which will become general under the system proposed already exists, and that is the Sironcha Tahsil of the Chanda District. The Chief Commissioner (when Commissioner of the Nagpur Division) had an opportunity of inspecting some of the schools in this remote part about a year and a half ago. Education in the schools is free and the school committees have no funds to administer. Contingent allotments had not grown with any increase of scholars, attendance at the schools was very small and the committees were entirely apathetic and had no interest in increasing it. On the other hand where the school committees have their small funds to administer, they take an interest in improving attendance, and they are in an excellent position to know what parents can or cannot afford to pay fees. Two years ago the fee rules were revised in accordance with the recommendations made by Commissioners and the Director of Public Instruction in conference; and the remission of fees in rural and Middle Vernacular schools is left to District Councils acting on the reports of school committees. The former limit of 10 per cent. of scholars has now been withdrawn. No payment is made for the infant standard, and in aboriginal tracts, or in the case of low castes, further concessions may be given in lowering or remitting fees. There is therefore in existing circumstances that requisite elasticity of system which is, and should always be, an important and indeed essential feature in our administration of this country. The people have never expressed a desire for any change, and the Chief Commissioner most strongly deprecates any change being made, merely in order to secure compliance with theories and principles which are novel even in Europe, and which, even if they prove an ultimate success in the West, are totally unsuited to these Provinces at this stage of their development.

10. When pushed to its logical conclusion, a system of free primary education, which it is sought to impose on the country, will be sure to stifle all self-help, and all private effort. For, under that system, aided and unaided institutions must alike come into the fold of the Government until one dead level of uniformity has been attained. Further, such an extension of schools and education as is essential to the very argument

on which the case for free primary education rests, can only be carried through by such large grants and subsidies to District Councils that the term "Local funds" would cease to apply to them, and much greater interference with the Councils in their administration of schools will be the inevitable consequence. Education in rural areas has been for years in these Provinces a most promising feature of local self-government, and it has attracted the active interest of Local Board members to a greater degree than any other branch of their public duties. Many of these men may be apathetic; but there are also many who constantly inspect the schools in their circles, who stir up the people to greater exertions, and take the greatest pride in their success. Once it has been laid down that the Government has committed itself to providing schools in every village, that it will supply books and appliances to the scholars, and that no one, however well-to-do, need pay a single pice for the primary education of his children, the whole of the edifice of self-help which has for the last 24 years been in process of laborious construction will be swept away,—a sacrifice at the altar of theoretical uniformity and efficiency.

11. I am now to turn to the financial aspect of the question. A statement (Table I) is attached to this letter showing the cost to the State if—

(*a*) Fees are remitted in Government and Board schools in the Central Provinces and Berar;

(*b*) Grants are given in compensation to schools now receiving aid;

(*c*) Unaided schools desirous of remitting, or compelled by competition to remit fees, are subsidised and brought on to the Government list.

From this table it will be seen that the abolition of fees alone in Government, Municipal and Board schools in the Central Provinces and Berar will involve the State in an additional annual expenditure of R83,419; that if all the aided schools abolish their fees they will require additional grants to the extent of R15,933; and that if unaided schools are given compensation for abolishing their present fees, the annual grant to them would be R5,334. The total sum required for replacing fees in all five classes of primary schools is thus over one lakh of rupees annually. But this sum by no means completes the tale of expenditure to the State which the abolition of fees is likely to entail. Voluntary contributions to the Board and Municipal schools now average R18,325 annually, which sum takes no account of the numerous small donations to rural schools in the Central Provinces which are received and spent by School Committees and which probably average R10 per annum in such schools or approximately about R16,000. It cannot be said that these contributions would actually cease at once, but they would certainly diminish very greatly and most probably in course of time disappear altogether. Out of the total of these contributions amounting to at least R34,000, a sum of R25,000 would probably represent the compensation payable under this head.

In the case of aided schools under private bodies (other than Missions), the Government of India do not themselves contemplate the continuance of voluntary contributions, which amount at present to R4,368.

As regards the unaided schools, which number 88 in the Central Provinces and 86 in Berar, if the compensation for abolished fees were to suffice to allow their continuance, no extra expenditure would be entailed on the State. But the abolition of fees is bound to entail in future the disappearance of a large number of these schools. Most of the Mission, and a few other denominational, schools will continue, but the majority of the rest are bound sooner or later to be replaced as a measure of policy. The Director states that 77 schools in Berar are classed as unaided because they were found not to merit any grant-in-aid, and a good many of the Central Provinces schools are believed to fall in the same category. Of the total 174 unaided schools in the Central Provinces and Berar, 50 are Mission schools, leaving 124 other classes. If 80 out of this number have to be converted into Board or Municipal Primary schools, the total expenditure will be R28,800. The case for their abolition is not that they were valueless, but their value consisted in the demand which they demonstrated to exist for education, not in their intrinsic efficiency.

The total annual bill which the abolition of fees will thus directly and indirectly entail on the Government in respect of the maintenance of schools already existing is thus found to be, in round numbers, R1,63,000, to which must be added R76,000, the estimated cost of supplying books and other accessories free, making a total of R2,39,000. If an annual grant of this amount were made available without any abolition of fees or cessation of contributions, it would suffice to build and maintain no less than 666 new primary schools equivalent to an increase of 27 per cent. on existing schools. The abolition of fees therefore, so far from expanding primary education, will diminish its capacity for expansion to the extent described since, as stated in paragraph 7, it is hopeless to expect that this measure could add nearly 30,000 scholars to our list.

12. The ultimate aim of the policy advocated by the Government of India is to extend primary education so as to bring it within the reach of every village, and this is the only logical outcome of making it free. In the Central Provinces the cost of such a measure would be enormous, and the immediate expenditure entailed is a mere drop

in the ocean to the cost which universal primary education will impose on the State. If schools were made reasonably accessible to every village or group of villages in the combined Provinces, it is calculated that there would have to be 6,700 schools as against 2,434 now existing. The additional expenditure involved on existing standards would be 20 lakhs, of which 15 lakhs express direct expenditure and the balance indirect expenditure required for the corresponding strengthening of the staff of Inspectors, Normal Schools, and the maintenance of buildings, furniture and equipment.

13. But there is yet another factor of the case to be considered. One of the causes of the small proportion of boys attending schools in many places is the low caste of the boys. The admission of low-caste boys is stoutly resisted in several parts of the province, and a scheme of free primary education which left these castes out would be a contradiction in terms. The prejudice against these boys may be over-borne or die a natural death in many districts; but in the Nagpur districts and in Chhatisgarh it remains very strong and cannot altogether be disregarded. It will be necessary therefore in such tracts to provide separate schools for low castes. Such schools have hitherto been discouraged, because the funds available were so limited that such duplicate schools were always found to be neglected, and secondly because their existence kept alive caste prejudices which it was hoped would die down if discouraged. It is not possible to make a precise estimate of the cost involved, but it would be considerable in some districts.

14. The expansion of female education has still to be considered. This is already a provincial charge and no fees are charged in the lower primary classes. Any system of universal primary education cannot be confined to one sex. The education of girls has for a long time been limited owing to marriage customs, dislike of parents to sending their girls to schools, and so forth; but though the spread of female education lags far behind that of boys, it must continue to advance and cannot be arrested until male primary education has reached every nook and corner of the country. Allowing for all differences one-third at least may be added to the cost of male education on this account. The figures are sufficiently formidable, and it has to be remembered that the claims of secondary education cannot be disregarded, and that industrial and technical education must also make demands on the public purse. As remarked by one of the non-officials consulted (Khan Bahadur Bezonji Dadabhoy, Manager of the Empress Mills), who is an advocate on general grounds of free primary education, "the cost to the State would be stupendous." Even were such enormous sums as are required made available, the practical difficulty of finding trained teachers in such large numbers would be a complete bar to any rapid development. As matters stand the supply of teachers is not nearly equal to the demand, and the Chief Commissioner believes that before long it will be necessary to grant pensions to village schoolmasters if the supply is to be increased. It seems evident therefore that the end in view of making primary education universal must still be distant; there are neither the funds, nor the schools nor the teachers, nor the means nor the agency for training them, nor the candidates for training, nor in all parts the universal desire for education required for success. The process must be a gradual one, progress increasing with the demand; and that progress will in no way be acclerated by the grant of free primary education.

15. The question is often propounded whether the improved class of Primary schools with certificated teachers and airy buildings, with a garden and play-ground attached, are really essential accessories for rural primary education and whether to expand education a reversion might not be made to the village pedagogue, teaching the village boys in some spare shed or verandah remunerated by fees in kind, and receiving occasional cash and other presents from a few of the well-to-do parents and patrons. There are some persons who advocate this return to the older type, just as there are many persons who sigh for the often described picture of justice under a village tree. But the Chief Commissioner fears that the time for simple institutions of this kind has passed; where they existed they grew out of their environments, and these environments cannot be restored. They arose out of a demand for education when none but local effort could supply it, and this was the best that local effort could supply. In the places where they existed they have long since been swept away by our present village institutions. In the places where there are no schools now, there never was a demand for education sufficient to provide even that primative form of village school. This is the form no doubt which local unaided effort will still take; but as soon as an institution of this kind has made a start at all, there arises the petition for the modern village school to be opened. The public who have made the beginning are no longer satisfied with the result; the teacher himself is a candidate for a Board schoolmastership, and the class of elderly village pedagogue with a traditional claim to their respect has not time to grow up. There can be only one conclusion, the extension of primary education which the Government of India desire can only be attained at an expenditure which it is at present hardly possible even to contemplate.

16. If the Government of India can, while fees are retained, still see their way to give a grant equivalent to the fees now realized, such a grant would be most welcome. A further step forward could be taken. The free list can be extended to meet the case of all the really poor, and all the gain in scholars which the Government of India expect to result from their proposals can be secured without sacrificing any of the

advantages of self-help, private effort, and opportunity for local management of local affairs which it is so important to maintain without imposing on the Government the admission of obligations which it cannot discharge except at an intolerable expenditure and at the sacrifice of numberless reforms and improvements necessary to the well-being of the people. Primary education provided free by the State to struggling rural tracts cannot of itself produce that material well-being which is essential to their progress. But if the material condition of these people is improved, and their prosperity secured, they will themselves demand and pay for that extension of education which will assist them in profiting by their increased resources. It is after all only another form of expressing the recent experience gained in England, that it is useless to try to feed the brain when the body itself is not nourished. What is true in the case of individuals is true also in the case of the community.

17. For all the reasons given the Chief Commissioner feels it his duty to record a respectful but firm protest against a policy which will divert the provincial resources from the material betterment of the people of these Provinces to a premature and unnaturally rapid extension of primary education. This is not, he considers, the educational problem of the moment, for primary education is proceeding steadily and surely and will continue to advance on present lines; but the problem is to direct and regulate the course of secondary and higher education into healthier avenues of thought and work, to protect it from the dangers of its own superficiality, and to find for it occupation which will employ its energies, satisfy its aspirations, and utilise its knowledge to the greatest benefit of the commonwealth. It is in these directions that any spare resources of the State can be put to the best advantage.

18. There remain a few subsidiary points to be touched upon, if in spite of all, the Government resolve to carry out the policy of Sir Herbert Risley's letter. With regard to paragraph 6 (*a*) I am to state that the distinction drawn therein between ordinary Primary schools and primary departments of Secondary schools, does not apply in these Provinces. The Primary schools in the larger towns are distinct institutions; in the smaller towns they are often placed for convenience under the Headmaster of the Middle school, and are termed branch schools, but they are located in separate buildings and separate quarters of the town, and are not in any respect dissimilar to Primary schools in other places and are attended by the same classes. Any differentiation that might be made could easily be evaded.

19. With respect to clause (*c*) of the same paragraph, the Chief Commissioner is in entire agreement with the proposal to include Middle Vernacular schools with Primary schools in respect of fees. They pay the same fees now in the Central Provinces and Berar, and the maintenance of these schools is very important, as it is to them that we must continue to look for our supply of village schoolmasters.

20. With reference to the questions raised in paragraphs 7 and 11 of the letter under reply, the Chief Commissioner does not consider that there is any urgent necessity to require private institutions, whether aided or unaided, to desist from levying fees if they wish to do so. Even if the Government desire that no fees should be levied in their own schools or in Board or Municipal schools, in order that the poorest may not be deterred from coming to them, there is no reason why private institutions should be interfered with. If they flourish in spite of fees, there is evidence that they supply a want, and it would be only if they failed to provide for the children of the poor that any action would be needed. In that case the local authorities can always open a school to meet the need of that class. If, however, these schools were found to be failing on account of competition with free schools, whether Government, Board, or Municipal, then it would be equitable to bring them on to the aided list, subject to the usual conditions regarding their discipline and management.

21. With reference to paragraph 13, presents are no doubt made to village schoolmasters, but they are not in the nature of regular fees; and it would be impossible to estimate them closely. The best method of preventing their being realised as a regular but unauthorised due rests in the improvement of the pay and prospects of village schoolmasters.

22. In reply to paragraph 15 the general opinion is that it would be a mistake for the Government to undertake to supply all books and other school requisites free. What is given free would be misused and taken no care of. The supply of them to really poor scholars is effected now, partly from the fee collections in the hands of school committees and partly as prizes for which subscriptions are raised from time to time. Donors generally prefer to give small prizes to a large number rather than better prizes to a few. This system is more calculated to arouse the approval of the parents than to stimulate the boys to study; but it is sanctioned by usage and helps to solve the difficulty about school books for poor scholars. These prizes are received by all the boys, except a few excluded for absence or misconduct.

23. With reference to paragraph 16, the Chief Commissioner is of opinion that if fees for primary education are to be abolished, the only grounds for their abolition must be grounds of general principle, in which case abolition should be complete, and not *per saltum*. But, as he has already indicated at length, the best of all courses is to giv primary education free to those only who cannot afford to pay, but to take a

small fee in all other cases, and to extend education on that basis by opening new schools as funds permit and as the people indicate their appreciation of its benefits.

24. The Chief Commissioner, though he is so strongly opposed to the policy of making education free as a first step to making it universal, fully realizes the necessity for a further extension of primary education on present lines. The best method of securing this is by increasing the resources of District Councils and Boards, and a scheme to this end is under consideration. But, apart from this, further subsidies will be necessary, and if the Government of India can see their way to make a recurring grant for this purpose equivalent to the sum which they were prepared to give in compensation for loss of fees, with this sum (in round numbers a lakh of rupees), and an equal amount from Provincial revenues which the Chief Commissioner is prepared to give, a substantial advance can be made towards meeting some of the most pressing needs of the Department. These I am now to indicate.

It is estimated that there is immediate scope for opening 300 new schools in the Central Provinces and Berar. This step will necessitate at least one additional Normal School.

The Inspectorate also stands in great need of being strengthened. The Director of Public Instruction reports that recent increases in this staff have not been in proportion to the increase of work allotted to it. He estimates that at least two more Deputy Inspectors to each division are required, while in respect of girls' schools an addition of two Assistant Inspectresses will be necessary on account of the enormous area to be covered. The sum of two lakhs mentioned above will suffice to carry out this programme (of which an approximate estimate is comprised in Table II) in about three years which is the minimum time in which this number of schools can be built and supplied with certificated masters. If any more funds are available they must be devoted to the further improvement in the pay and prospects of village schoolmasters.

25. Finally, I am to add that the Chief Commissioner has considered it necessary to deal with this important subject in such detail that he does not forward any of the voluminous correspondence on the subject which he has received. The opinions in favour of the Government of India's proposal contain nothing not stated in Sir Herbert Risley's letter, while all the arguments urged against the measure are set forth in the present communication.

TABLE

For the Central Provinces

GRADE OF SCHOOL.	PUBLIC SCHOOLS. Managed by— Government. Number.	Government. Fee income.	Municipalities. Number.	Municipalities. Fee income.	Municipalities. Voluntary contribution.	Municipalities. Total income (columns 5 and 6).	Boards. Number.	Boards. Fee income.	Boards. Voluntary contribution.	Boards. Total income (columns 9 and 10).	Total number of schools (columns 2, 4 and 8).	Total amount of income (columns 3, 7, and 11).	PRIVATE Aid… Boys. Under Missionary management. Number.	Under Missionary management. Fee income.	Under Missionary management. Voluntary contribution.	Under other management. Number.	Under other management. Fee income.	Under other management. Voluntary contribution.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
		R		R	R	R		R	R	R		R		R	R		R	R
Primary for Boys.	9	100	51	3,203	616	3,819	1,879	45,941	17,210	63,151	1,939	67,070						
Primary for Girls.	152	38	...	...	..		..	...	...	...	152	38						
Middle Vernacular Boys.	1	...	20	1,002	28	1,030	202	16,144	245	16,389	223	17,419						
Middle Vernacular Girls.	7	31	...	...	...	...	...	...	...	...	7	31	113	4,110	22,454	115	11,614	3,571
Primary Departments in Secondary Schools—Boys.	16	2,094	64	4,803	34	4,837	31	1,357	192	1,549	111	8,480						
Primary Departments in Secondary Schools—Girls.	2	...	...	...	...	...	...	...	...	...	2	...						
TOTAL	187	2,263	135	9,008	678	9,686	2,112	63,442 (a) 8,706 72,148	17,647 (b) 6,675 24,322	96,470	2,434	(c)1,08,419	113	4,110	22,454	115	11,614	3,571

(a) From fees in District Council Vernacular Middle and Primary

(b) Approximate amount of reduction in the donations to Rural

(c) (1) Fees only . . . . { Central Provinces . . / Berar . . . . . .

(2) Voluntary contribution . { Central Provinces . . / Berar . . . . . .

I.

and Berar combined.

SCHOOLS.																					
ED.						UNAIDED.												Estimated cost of, free supply of books and other accessories.	Grand total number of schools (columns 12, 14, 17, 20, 23, 26, 29, 32 and 35).	Cost of converting 80 Unaided schools into Board schools at R360 each.	Grand total of the immediate cost entailed on the State by making Primary education free (totals of columns 13, 15, 18, 19, 21, 24, 25, 27, 30, 33, 36, 38 and 40).
Girls.						Boys.						Girls.									
Under Missionary management.			Under other management.			Under Missionary management.			Under other management.			Under Missionary management.			Under other management.						
Number.	Fee income.	Voluntary contribution.	Number.	Fee income.	Voluntary contribution.	Number.	Fee income.	Voluntary contribution.	Number.	Fee income.	Voluntary contribution.	Number.	Fee income.	Voluntary contribution.	Number.	Fee income.	Voluntary contribution.				
20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41
	R	R		R	R		R	R		R	R		R	R		R	R	R		R	R
50	59	24,000	7	150	797	29	1,878	2,925	120	3,227	2,756	21	29	2,678	4	200	72	76,000	2,893	28,800	...
50	59	24,000	7	150	797	29	1,878	2,925	120	3,227	2,756	21	29	2,678	4	200	72	76,000	2,893	28,800	2,38,854

Schools in Nagpur Circle.

Schools in the Central Provinces referred to in paragraph 11 of the letter.

R	R
44,660 38,759	83,419
9,591 15,409	25,000
	1,08,419

TABLE II.

For the Central Provinces and Berar combined.

Head of expenditure.	Amount.	REMARKS.
1	2	3
I.—NON-RECURRENT.		
Cost of building—	R	
(i) 1 new Normal School	50,000	
(ii) 300 new Primary Schools at R1,000 each . . .	3,00,000	
TOTAL .	3,50,000	
II.—RECURRENT.		
Staff of 300 new Primary Schools	1,08,000	
Do. 1 new Normal School and increased cost of stipends, etc. .	14,043	
Inspection	15,000	
TOTAL .	1,37,043	

From the Hon'ble Lieutenant-Colonel Sir HAROLD DEANE, K.C.S.I., Agent to the Governor-General and Chief Commissioner, North-West Frontier Province, to the Deputy Secretary to the Government of India, Home Department, no. 1314-G., dated the 23rd May 1907.

I have the honour to reply to your letter no. 889, dated the 22nd November 1906, inviting an expression of my opinion on the proposed abolition of fees in all primary schools which are either under public management or in receipt of grants from public funds.

2. In spite of the fact that agriculturists in this province pay no fees for education in the primary classes and enjoy special remissions in the higher classes of public managed schools, they have hitherto displayed but little inclination to avail themselves of the facilities offered. This backwardness is attributable to failure to appreciate the benefits of education, unwillingness to spare their children from their share in the toil of house and field and may not infrequently be ascribed to the adverse influence of the local Mulla.

Among such people the spread of enlightened ideas can at best be only gradual and hence it is manifest that the proposed exemption will at the outset only benefit the small shop-keepers and others who do not contribute to the revenue of the State. There is however evidence to show that popular feeling on the subject of education is in a transition state and in the present shortsightedness of the agricultural classes I can find no justification for delaying the advancement of universal primary education. It is a shortsightedness for which time will supply a remedy, and it may well be that the establishment of free elementary schools will in itself hasten the day of wider appreciation.

3. The Secondary schools of the province possess primary departments, but these are distinguishable from the ordinary vernacular primary schools in that they are chiefly used as stepping stone to secondary school education. Accordingly the proposal contained in paragraph 6 of your letter to distinguish between primary schools and the primary departments of secondary schools and to extend the present exemption to the former class only in no sense runs contrary to the principle of free elementary education, nor does its application to the North-West Frontier Province present any special difficulties. I also approve of the proposal put forward in the same paragraph 6 (*a*) that middle vernacular schools should be treated as elementary and thus entitled to the benefits of exemption. There are no schools for Europeans in this province.

4. From the tabular statement forwarded with your letter it is already apparent to the Government of India that the majority of the schools in this province are State-managed. It appears from the statistics for 1905-06 that the number of scholars in Board primary schools of all kinds was 10,976 while for aided and unaided schools the number was 2,652. The points raised in paragraphs 7, 11 and 14 of your letter do not therefore call for lengthy discussion. Unaided schools being few in number and owing their existence for the most part to special influences are not likely to be affected by the proposed changes. Nor are there any aided schools so circumstanced as to require special permission to levy fees after their abolition in State-managed institutions of the same standard.

At present there are 39 primary indigenous schools which are in receipt of grants-in-aid from public funds. With the exception of the lower primary branches attached to the Mission schools at Peshawar and Bannu and the Islamia primary school at Dera Ismail Khan all are of the indigenous type. In aided indigeous schools fees in cash are not levied, but it is customary for the teachers to receive presents of grain at

harvest. Where geographical or sentimental reasons exist favourable to the continuity of these institutions there is no reason to apprehend their immediate downfall, but eventually such private ventures must give way before the extension of a free Board school system.

In this province, however, the question is distinctly one of minor importance and involves no serious financial considerations, since the number of aided schools is so small as to be negligible and the development of education can only come with an increase of State-managed schools.

It may however be noted that in this province the present cost of aided indigenous schools to public funds is R2,155 per annum. The abolition of fees would entail a very small increase in the grants as the amount at present realised from this source is only R318 per annum.

It is estimated that if all aided primary and indigenous schools were replaced by State-managed institutions, the increased cost would amount to about R7,000 per annum. All such schools must eventually be absorbed, but the process will be gradual.

5. With respect to your enquiry regarding the effect of abolition of fees on school attendance I agree with the views expressed in paragraph 12 of your letter. So far as this province is concerned there is certainly no reason to anticipate an immediate increase since the fees charged are already too insignificant to act in any way as a deterrent. Nothing but the expansion of the school system will have any marked effect on the total figures of school attendance.

6. The danger that fees will be collected by dishonest teachers is referred to in paragraph 13 of your letter. There is reasons to believe that opportunities for dishonesty are greater under the present system than under a system in which fees will not be paid at all. There is no occasion to apprehend that in this province the benefit of exemption will not reach the people for whom it is intended. The case is somewhat different in aided schools where teachers receive customary gifts, but as these schools are few in number such practices must necessarily disappear with the advance of free elementary education.

7. It is estimated that the cost of supplying free books and other school requisities in existing schools to which the present proposals apply would entail an annual cost of about R11,500. This figure is arrived at on the assumption that the average annual cost per pupil will be R1 in Board schools and R12 in aided schools. The suggestion made in paragraph 15 of your letter meets with my entire approval.

8. I am also in accord with the views of the Government of India, expressed in paragraph 16 of your letter, that the proposed abolition of fees if financially possible should be made *per saltum*.

In the present state of primary education in this province abolition of fees on the lines suggested in your letter does not involve serious financial considerations. In the schools affected by the present proposals the fees collected during the year 1905-06 were as follows:—

	R
Board Primary Schools	1,387
Board Vernacular Middle Schools	1,027
Aided Schools	318
	2,732

Elementary education in the province is in a very backward state and the statistics at present available are worthless as an index of future liabilities. I am however hopeful that the present suggestion will, if carried into effect, accelerate educational progress.

Extract from the proceedings of the Council of the Governor General of India, assembled for the purpose of making Laws and Regulations under the provisions of the Indian Councils Acts, 1861 to 1909 (24 & 25 Vict., c. 67, 55 & 56 Vict., c. 14, and 9 Edw. VII, c. 4).

The Council met at Government House on Friday, the 4th February 1910.

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QUESTION AND ANSWER.

The Hon'ble MR. DADABHOY asked:—

"Have the reports of Local Governments on Free Primary Education, which were under consideration last year, been finally considered by this Government? If so, when can a definite pronouncement on the subject by Government be expected?"

The Hon'ble SIR HERBERT RISLEY replied:—

"The replies of the Local Governments have been considered by the Government of India, but no further action can be taken at present owing to want of funds. The remission of fees is primarily a measure of relief analogous to the reduction of taxation. It has not itself the effect of increasing the number of schools, and for this and other reasons it has met with a good deal of criticism. The measure, however, is well worthy of further consideration when the state of the finances is more favourable. The decision must of course depend upon the circumstances existing at that time and it would be premature to make any definite statement of policy now."

Extract from the proceedings of the Council of the Governor General of India, assembled for the purpose of making Laws and Regulations under the provisions of the Indian Councils Acts, 1861 to 1909 (24 & 25 Vict., c. 67, 55 & 56 Vict., c. 14, and 9 Edw. VII, c. 4).

The Council met at Government House on Friday, the 18th March 1910.

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ELEMENTARY EDUCATION.

The Hon'ble MR. GOKHALE said:—

"I beg to place the following Resolution before the Council for its consideration:—

'That this Council recommends that a beginning should be made in the direction of making elementary education free and compulsory throughout the country, and that a mixed Commission of officials and non-officials be appointed at an early date to frame definite proposals.'

"My Lord, I trust the Council will note carefully what it is exactly that this resolution proposes. The resolution does not ask that elemenary education should be made compulsory at once throughout India. It does not even ask that it should be made free at once throughout the country, though this was the course which the Government of India themselves were decidedly inclined to adopt three years ago. All that the resolution does is to recommend that a beginning should now be made in the direction of making elementary education free and compulsory and that a Commission should be appointed to consider the question and frame definite proposals. In other words, I propose that the State should now accept in this country the same responsibilities in regard to mass education that the Governments of most other civilized countries are already discharging, and that a well-considered scheme should be drawn up and adhered to till it is carried out.

"My Lord, a French writer has justly described the nineteenth century as pre-eminently the century of the child. The question of the education of the child occupied the attention of statesmen during that century as much as any other important question, and there is no doubt that the enormous expansion of popular education that has taken place during the period in the Western world ranks in importance with its three other great achievements, *viz.*, the application of science to industrial processes, the employment of steam and electricity to annihilate distance, and the rise of democracies. My Lord, three movements have combined to give to mass education the place which it occupies at present among the duties of a State—the humanitarian movement which reformed prisons and liberated the slave, the democratic movement which admitted large masses of men to a participation in government, and the industrial movement which brought home to nations the recognition that the general spread of education in a country, even when it did not proceed beyond the elementary stage, meant the increased efficiency of the worker.

"My Lord, the time is long past when anybody could seriously contend that the bulk of human beings were made for physical labour only and that even the faint glimmer of rudimentary knowledge was not for them. On the contrary, it is at present universally recognized that a certain minimum of general instruction is an obligation which society owes to all its future members, and in nearly the whole civilized world every State is trying to meet this obligation only in one way, namely, by making elementary education compulsory and free. And thus it is, that led by the German States, country after country in Europe and America and Japan in the East have adopted this system of free and compulsory education; and we find to-day all the countries in Europe, excepting Russia and Turkey, and the United States of America and Canada and Australia and Japan and several even of the smaller Republics in South America—all having this system in operation. And even within the borders of India itself it is gratifying to note that the enlightened and farseeing Ruler of Baroda, after an experiment of 15 years carried out in one of the talukas of his State, namely, the Amreli Taluka, has since last year extended this system to the whole of his State.

"The statistics of school attendance in the different countries are, in this connection, deeply instructive. To understand these statistics it is necessary that we should remember that the English standard of school-going population is 15 per cent., but that standard pre-supposes a school period of 6 to 7 years. In England the period—the compulsory period—being from 6 to 7 years, they estimate that about 15 per cent. of a country must be at school. It follows therefore that where this period is longer the proportion of the total population that will be at school will be greater, and where the period is shorter the proportion will be smaller. Now in the United States and in some of the continental countries this period is 8 years, whereas in Japan it is only 4 years, and in Italy it is as low as 3 years. Remembering these things I would ask the Council to note the statistics. In the United States of America 21 per cent. of the whole population is receiving elementary education; in Canada, in Australia, in Switzerland, and in Great Britain and Ireland, the proportion ranges from 20 to 17 per cent.; in Germany, in Austria-Hungary, in Norway, and in the Netherlands the proportion

is from 17 to 15 per cent.; in France it is slightly above 14 per cent.; in Sweden it is 14 per cent.; in Denmark it is 13 per cent.; in Belgium it is 12 per cent.; in Japan it is 11 per cent.; in Italy, Greece and Spain it ranges between 8 and 9 per cent.; in Portugal and Russia it is between 4 and 5 per cent. I may mention in this connection that though elementary education is nominally compulsory in Portugal, the compulsion is not strictly enforced, and in Russia it is not compulsory, though for the most part it is gratuitous. In the Philippine Islands it is 5 per cent. of the total population; in Baroda it is 5 per cent. of the total populaton; and in British India it is only 1·9 per cent. of the total population.

"I must now invite the Council to survey briefly the progress made in this country in the matter of primary education during the last half century. It is well known that our modern educational system dates from the time of the famous despatch of 1854. Before that despatch was received, it has been estimated by the Education Commission of Lord Ripon's Government that primary education was in existence on a considerable scale in this country. The total estimate made by them was that about 9 lakhs of pupils were receiving instruction in indigenous schools uncontrolled by any State agency and in accordance with ancient traditions. The Court of Directors in their despatch of 1854 first of all made the following declaration:—

'It is one of our most sacred duties to be the means, as far as in us lies, of conferring upon natives of India those vast moral and material blessings which flow from the general diffusion of useful knowledge and which India may under Providence derive from her connection with England'

"In other words, as the Education Commission of 1882 say, 'in 1854 the education of the whole people in India was definitely accepted as a State duty.' The despatch went on further to say this:—

'Our attention should now be directed to a consideration if possible still more important, and one which has hitherto, we are bound to admit, been too much neglected, namely, how useful and practical knowledge suited to every station in life should be best conveyed to the great mass of the people who are utterly incapable of obtaining any education worthy of the name by their own unaided efforts, and we desire to see the active measures of Government more specially directed for the future to this object, for the attainment of which we are ready to sanction a considerable increase in expenditure.'

"The next landmark in our educational progress is the Commission of 1882 appointed by the Government of Lord Ripon. This Commission was appointed to inquire into the state of education throughout the country, and one of the chief subjects suggested for inquiry was how far the policy laid down in the despatch of 1854 in regard to elementary education had been carried out. The Commission made careful inquiries and found that in 1882 there were about 85,000 primary schools in the country recognized by the Department, and there were about 21½ lakhs of pupils attending these schools. In addition to these there were about 3½ lakhs attending unrecognized schools. If we include these in our statistics for the purpose of finding out what was the extent of elementary education, then we get a total of 25 lakhs of pupils in 1882 receiving elementary instruction. That means 1·2 per cent. of the whole population of India at that time. The Commission, after pointing out how great was the area that still had to be covered, made several recommendations, of which I will quote these two. The first was—

'While every branch of education might justly claim the fostering care of the State it is desirable in the present circumstances of the country to declare the elementary education of the masses, its provision, extension and improvement, to be that part of the educational system to which the strenuous efforts of the State should now be directed in still larger measure than heretofore.'

"The second recommendation, which has not been much noticed, was that—

'An attempt be made to secure the fullest possible provision for an expansion of primary education by legislation suited to the circumstances of each province.'

"Well, that was in 1882. A quarter of a century has elapsed since then, and what do we find today? The number of schools has risen from 85,000 to about 113,000: the number of pupils today in recognized schools both for boys and girls is about 39 lakhs. If we include in our estimate pupils who are attending unrecognized schools, we get a total of under 45 lakhs or about 1·9 per cent. of the whole population. Thus in the course of a quarter of a century the progress of primary education in this country is represented by an advance from 1·2 per cent. to 1·9 per cent. of the total population. My Lord, I venture to say that this is exceedingly slow and disappointing progress. It will be noticed on a reference to the last quinquennial report that a large part of this progress has been achieved during the last 6 or 7 years only. But even at this latter rate, I am quite sure that the rate of progress will not be regarded as in any way satisfactory; and well may the Hon'ble Mr. Orange say in his last report, as he says:—

'But the rate of increase for the last 25 years or for the last 5 is more slow than when compared with the distance that has to be travelled before primary education can be universally diffused. If the number of boys at school continued to increase even at the rate of increase that has taken place in the last 5 years and there were no increase in population, even then several generations would still elapse before all the boys of school age were in school.'

"The expenditure on primary education from public funds, that is, from provincial, municipal and local funds all taken together, has advanced during this period only by about 57 lakhs. It was a little over 36 lakhs then; it is over 93 lakhs just now. Now during the same period our land-revenue has advanced by 8 crores. It is now a little over 29 crores as against a little over 21 crores then. Our military expenditure during the same time has risen by about 13 crores: it was 19 crores then; it is now over 32 crores. The expenditure on civil departments has gone up by 8 crores. It is today 19 crores, I am taking the figures for 1907: it was about 11 crores then. Even the capital outlay on railways, which averaged about 4 crores in those days, it will now be noticed, has gone up to about 15 crores. The contrast suggested by these figures is obvious and I do not think that any comment is necessary.

"I think, my Lord, a comparison of the progress made in this country during the last 25 years with what has been achieved in other countries during a corresponding period would be of great interest and is undoubtedly of great significance. I will take for purposes of this comparison four countries, two from the West and two from the East. I will take England and Russia from the West and I will take Japan and the Philippines from the East. Well, what do we find? In England compulsory education was first introduced in the year 1870. England with her strongly marked love of individualism stood out against the continental system as long as she could. It was only in 1870 that the first step towards making elementary education compulsory was taken. The famous Act of 1870 did not introduce compulsion directly; it introduced what was described as permissive compulsion, that is, it conferred powers upon School Boards to frame bye-laws requiring the attendance of children at school. That was the first step. Six years afterwards another enactment was passed, and in 1880 a third enactment was passed whereby the fabric of compulsion was completed. The enactment of 1876 imposed an obligation on parents to send their children to school and it also created School Attendance Committees in those areas where there were no School Boards: and finally in 1880 compulsion was made absolute because the framing of bye-laws requiring attendance by School Boards and Committees which was optional before, was made obligatory by the Act of 1880. The statistics about attendance during that period of 12 years are of great interest. Sir Henry Craik in his book *The State in relation to Education* gives these statistics, from which we find that in 1871, when the population of England was 22 millions, the number of children actually attending schools was only 1,300,000. That amounted to about 43·3 per cent. of the school-going population which at 15 per cent. meant a little over three millions. In 1876, the number had risen to 2 millions, which was about 66 per cent. of the school-going population. By 1882 the number had already gone beyond 3 millions, that is, almost every child that should have been at school was at school. The whole problem was thus solved in 12 years and the attendance at schools was carried from 43·3 to nearly 100 per cent. in the period between 1870 and 1882. In 1891 England made education free.

"Turning now to Japan we have an illustration of progress under other conditions. Japan has successfully applied Western methods to Eastern conditions of life, and in Japan we find that the modern educational system of the country dates, like almost everything else connected with her modern greatness, from the year 1872.

"In that year a rescript was issued by the Emperor in which the following words occur: 'It is designed henceforth that education shall be so diffused that there may not be a village with an ignorant family, or a family with an ignorant member.' Ambitious words these, my Lord, as Mr. Sharpe points out, but Japan has entirely fulfilled them in the course of about 30 years. Before 1872 the total proportion of her population that was at school was only about 28 per cent. By the time that the century closed the proportion had already advanced to over 90 per cent. All this was achieved by Japan during a period when at the same time she created her magnificent army and navy, which have extorted the unstinted admiration of the world. In Japan education is now practically compulsory, though they rely more upon moral persuasion than upon compulsion. In the earlier years of this period compulsion was not strictly enforced, but from 1890 steps have been taken to secure the attendance of every child of school-going age. In 1900 Japan made education free as far as possible.

"Now I turn to Russia. The educational problem in Russia is in many respects similar to the educational problem in this country, and yet we shall find that during the period of which I am speaking, that is, from 1880 to 1907, the progress of primary education even in Russia has been far greater than it has been in this country. In Russia the Government tried by the law of 1864 and the law of 1871 to direct the course of education, but without much success. As a matter of fact, the Government has not been able to do in Russia anything like what other Governments in the West have done in their countries. Even so, in the year 1880 there were just over a million pupils at school in Russia, and there were about 28,000 schools at that time. During the 25 years of which I speak the number of schools has risen to 90,000 and the number of pupils has gone up to nearly six millions. It was for 1906-1907 5,700,000. Thus in 1880, according to the population at that time, about 1·2 per cent. of the total population was

at school. Curiously enough, that was precisely the proportion in India at the time, 1·2 per cent. of the whole population. In 1906-1907, however, the proportion had gone up in Russia to about 4·5 per cent. of the population as against 1·9 in India. In Russia, as I have already pointed out, education is not compulsory, but it is for the most part gratuitous.

"Lastly, I will take the case of the Philippine Islands which are under foreign rule. As is well known, the Philippines passed under the rule of America under the rule of the United States, from the rule of Spain at the close of the last century. Definite reliable statistics are available from the year 1903; and taking the period 1903-1908, the period corresponding to that in regard to which the Hon'ble Mr. Orange mentions the fact that the progress has been far greater than during any other time before in India, what do we find? In 1903 the number of schools was under 2,000, the number of pupils was about a lakh and a half (150,000). The total population of the Philippine Islands is about 7 millions. This gives for 1903 a proportion of about 2 per cent. of the whole population at school. In 1908 the schools had doubled and the numbers attending them had risen to 360,000, which gives a proportion of about 5 per cent. of the whole population. Thus the population actually at school advanced from about 2 per cent. to 5 per cent. during 1903 to 1908, during which time in India it advanced only from 1·6 per cent. to 1·9 per cent. In the Philippines, education is compulsory, though the compulsion is not strictly enforced. It is also free where the teachers are paid out of public funds.

"My Lord, I have troubled the Council with this review, not because I believe in bewailing lost opportunities, but because the problems of the present and the future can be successfully solved only when they are taken in relation to the past. 'Forget those things that are behind' is no doubt a wise injunction, and yet it is sometimes necessary to recall such things in order to understand the better those things that are ahead. I am sure there is no one in this Council who will question either the value or the necessity of universal education for the mass of the people. I am sure even my Hon'ble friend the Maharaja of Burdwan, with all his horror of Western socialism, will not want the mass of our people to remain steeped permanently in ignorance and darkness. Now the only way that the world has discovered to secure universal education in a country has been by making it compulsory and free. This is the only method that the world has found to be successful and so far there is no other method in the field. Again, if you make elementary instruction compulsory, it follows that you will have also to make it free, because otherwise compulsion would operate harshly on the poorer classes of the community. The only question therefore that we have to consider is how far we in this country can now adopt that principle which has already been adopted by most countries of the civilized world, and which has already produced those most striking results that I have already mentioned to the Council. Now this question, I admit, is largely a question of what is practicable and not a question of mere theory. I want therefore to approach the question and consider it strictly and solely from a practical stand-point. There is no doubt that I shall be told in the course of this discussion that the country is not yet ripe for the introduction of the compulsory principle. Well I myself admit the necessity of proceeding in this matter with extreme caution, and only after due deliberation, but the objection that the country is not ripe for any particular reform has always been urged, as far as I am aware, against every reform that has ever been proposed. We shall not therefore take much note of that objection, but consider what are the practical difficulties that will have actually to be surmounted before this principle is successfully applied to Indian conditions. My Lord, what is the extent of the problem that we have got to solve in this country? That is the first consideration. Here let me state at the outset that I do not propose compulsion for the present for girls; I propose compulsion only for boys. For girls for the present and for some years to come, education will have to be on a voluntary basis. In some respects girls' education is even more important than that of boys in the India of today, and yet in view of the difficulties that surround that question, that education must be maintained for some years to come only on a voluntary basis. At the same time, far more vigorous efforts are necessary, on that voluntary basis than have so far been made. But I want the Council clearly to understand that the compulsory principle which I advocate today is to be cofined only to boys. We must therefore first of all ascertain what would be the number of boys that would be at school if education were compulsory in this country. Now I have already pointed out that the standard of 15 per cent. of the total population as the school-going population is the standard of England. There the school period is taken to be 6 to 7 years. I propose that we should be satisfied with a compulsory period of 4 years only as they have in Japan. In Japan the period is from 6 years to 10 years of the child's age. I propose that we should be satisfied with that period. If we have this period as the compulsory period, it will be found on a reference to census returns that the proportion of the male population of the country between the years 6 and 10 is less than 12 per cent. of the total male population. Therefore, our problem is how to educate, how to have under elementary instruction, 12 per cent. of the male population of the country. Now we find that already, at the present moment, about 3 per cent. of the male population is at school—as a reference to the last

quinquennial report will show. The number of boys at school, according to that report, is about 36 lakhs, and adding to that number the 5 or 6 lakhs that are attending schools not recognised by the State, it will be found that the proportion comes to about 3 per cent. of the total male population. We therefore have one-quarter of the male population of school-going age already at school. What we want therefore is to quadruple this attendance and provide for the cost of such quadrupling. Now another reference to the quinquennial report will show that the cost of maintaining all these boys' schools in 1906-1907 was about a crore and 36 lakhs, from all sources, provincial, municipal and local, as also fees and other receipts. Well, assuming that all further expansion takes place only out of public funds, that there are no more fees charged and no more receipts from private sources coming, we shall need four times this cost in order to have the entire male population of school-going age at school. Four times a crore and 36 lakhs means about 5½ crores; that is, about 4 crores more than what is expended at the present moment will have to be found if the entire male population of school-going age is to be maintained at school. Now I do not suggest that the whole of this burden should fall upon the State. I think it should be divided between the State and local bodies. I would suggest a proportion of two-thirds and one-third, as they have in Scotland, where the Parliamentary grant and the amount spent from local rates stand to each other in the proportion of two to one. If the State will therefore undertake to defray two-thirds of this 4 crores, it will mean an additional expenditure of about 2⅔ crores when every boy is at school, supposing of course that the population remains where it is just now. This, however, it will be seen, will not have to be incurred at once. Two and two-third crores will be reached when the entire field has been covered, which will be a slow process even when the principle of compulsion, as I advocate it, has been adopted, because it will have to be applied slowly; I for one shall be satisfied if the whole field is covered in the course of, say, 20 years. If in the course of 20 years we get the entire male population of school-going age at school, I for one shall think that we have done extremely well. This means that the whole of this increased cost of 2⅔ crores which the State will have to incur will be spread over 20 years, and will not be incurred at once. Having pointed out thus the extent of the problem, I will now come to the actual proposals that I want to make. (1) My first proposal is that following the example of the Act of 1870 we should pass an Act conferring powers upon local bodies to make elementary education compulsory in their areas. I recognise, my Lord, that the unpopularity that will be evoked by the principle of compulsion in certain sections will be considerable; and in view of the special circumstances attaching to the position of the British Government in this country, I recognise that this unpopularity should not come to the State on account of any direct compulsion introduced by it. The compulsion introduced therefore should be indirect, through local bodies and not direct by the State. (2) My second proposal is that compulsion should be only for boys and not for girls. (3) My third proposal is that the period of compulsion should be between 6 years and 10 years as in Japan. (4) The fourth proposal is this. In any area where 33 per cent. of the male population is already at school, there this principle of compulsion should be applied. I have already pointed out that in England about 43·4 per cent. of the children were at school when compulsion was introduced. In Japan about 28 per cent. were at school. I should propose 33 per cent. as the proportion which should satisfy us that compulsion would not be premature in any particular area. Where 33 per cent. of the boys are actually at school, elementary education should be made compulsory for all boys in that area. In other areas the attempt should be to work up to this proportion of 33 per cent. As soon as 33 per cent. is reached, compulsion should be introduced. (5) My fifth proposal is that wherever compulsory education is introduced, it should be gratuitous, because otherwise it would be a great hardship on poor people. At any rate the children of those parents whose income in below a certain limit, say, R25 a month, should receive gratuitous instruction. (6) My sixth proposal is that the extra cost should be divided between the Government and the local bodies in the proportion of 2 to 1. (7) My seventh proposal is that there should now be a separate Secretary for Education in the Home Department. Instead of having a Director General I would have a Secretary in the Home Department specially for education, and eventually I look forward to the time when a Member in separate charge of education will be included in the Executive Council. (8) My eighth proposal is that education should now be a divided head instead of its being a purely Provincial head. The root of the mischief, as we see it today, is there. The resources at the disposal of the Provincial Governments are extremely limited. I know many of the Provincial Governments are anxious to spend more money on primary education; but it is a struggle with them which they have constantly to carry on to make the two ends meet, and it is not possible for them to find more money for primary education than they are able to spend at the present moment. The Government of India, on the other hand, has from time to time abundant resources at its disposal, though this year my Hon'ble friend has imposed extra taxation. In any case the Government of India has not the same struggle to make its two ends meet that the Local Governments generally have; if it had a direct responsibility for education instead of the remote responsibility that it has at present, I am quite sure more would be done for education. Education should therefore be a divided charge and there should

be a definite programme before the Government, just as there is a programme for railways, which should be carried out steadily year by year. (9) My last proposal in this connection is that a statement describing the progress of education from year to year should be published with the annual Financial Statement as is done in the case of Army Services and the Railway Board. These are the 9 definite practical proposals that I would like to submit to the consideration of this Council. I do not claim that these are the details of a complete scheme: they are only general suggestions tentatively thrown out, and if the Government will appoint a Commission such as I suggest, all these suggestions can go to that Commission and the Commission would be able to pronounce definitely on their practicability. I now come to the financial part of the scheme. I have already said that the cost for the State will be about $2\frac{2}{3}$ crores a year, to be worked up to in twenty years. Well, in spite of the financial difficulties of which we have heard a good deal this year, the State is in a position to meet this cost. The resources of the State are ample for this purpose. I will only briefly indicate them. First of all you have the normal growth of revenue, which was once estimated by Sir Edward Baker at about a crore and 20 lakhs a year. Then you must have retrenchment. I trust after what has been said during the course of the recent discussions that a rigorous policy of retrenchment will now be enforced especially in regard to those Departments which show overgrown expenditure, such as the Army and Civil Departments. Thirdly, there is that sum of about a million sterling, which is spent out of revenue partly for reducing debt under the Famine Insurance Grant and partly under Railways for redemption of debt. That ought to be made available for expenditure for current purposes. The fourth resource is this. For years, in the sixties and seventies, our import-duties used to be at $7\frac{1}{2}$ per cent. instead of 5 per cent. There is no reason why they should not be at $7\frac{1}{2}$ per cent. again. That will bring $2\frac{1}{2}$ crores more for my Hon'ble friend there. The fifth source that I would point out is an export-duty on jute and on several other commodities. A 5 per cent. duty on jute will mean about a crore of rupees. Lastly I go further and I say this, that if the worst comes to the worst and every other resource fails, which I do not for a moment think to be possible, I shall be prepared to advocate an extra 8 annas on salt, because I think it is a smaller evil that my countrymen should eat less salt than that their children should continue to grow up in ignorance and darkness and all the moral and material helplessness which at present characterises their lives.

"My Lord, one word more and I have done. I will frankly confess that I have not introduced this resolution in the Council today in the hope that it will be adopted by the Council. Constituted as this body is, we all recognize that unless a resolution finds favour in the eyes of the Government, there is no chance of its being carried, and I recognize further that it is not reasonable to expect Government to accept this resolution without further consideration. Even if they are inclined to take a favourable view of my proposals, they are proposals which will naturally have to be referred to the Secretary of State before any decisive step is taken. I have not therefore the least expectation that this resolution will be adopted by the Council. But though the Government may not be able to accept the resolution, they certainly can undertake to examine the whole question at an early date in a sympathetic spirit. If that is done, I shall be satisfied in any case the Government, I trust, will not do two things. I trust they will not make a definite pronouncement against the principle of free and compulsory education today, and I also trust that the resolution which I have moved will not be brushed aside on the plea that the condition of the finances does not admit of the proposals being maintained. My Lord, there is much truth in the homely adage that where there is a will there is a way. I think that this question of compulsory and free primary education is now in this country the question of questions. The well-being of millions upon millions of children who are waiting to be brought under the humanising influence of education depends upon it. The increased efficiency of the individual, the higher general level of intelligence, the stiffening of the moral backbone of large sections of the community, none of these things can come without such education. In fact the whole of our future as a nation is inextricably bound up with it. My Lord, however this resolution may be disposed of here today, I feel that in this matter we are bound to win. The practice of the whole civilised world, the sympathies of the British democracy and our own natural and legitimate aspirations of which your Lordship has more than once admitted the reasonableness, all these are united in its favour This resolution will come up again and again before this Council till it is carried to a successful issue. My Lord, I earnestly hope that the Government will read aright the needs of the situation and not fail to move with the times in this matter. To my mind the call of duty to them is clear, and it is also the call of statesmanship,—that statesmanship which pursues, unhasting but unresting, the highest interests of the people committed to its care."

The Hon'ble SIR HARVEY ADAMSON said:—

"I agree with a great deal that the Hon'ble Mr. Gokhale has said on the general question and it is unnecessary for me to say that the Government of India earnestly desire the expansion of primary education; but the question before Council today is not whether primary education should be expanded, but whether a Commission should be appointed to inquire into the matter.

"I will first say something about the terms of the resolution. It is worded in very general language. It gives no indication of any definite line on which a beginning should be made in the direction of making elementary education free and compulsory throughout the country. It contemplates that the Commission to be appointed should follow any method that it may please to adopt, and all that it requires is that the Commission should frame definite proposals for making elementary education free and compulsory. Taking the resolution as it stands, I really am unable to see how the Government of India could be expected to accept it. To send a Commission roving through the land, without any definite instructions, to search in the dark for the solution of a grave and difficult administrative problem is not a course which any responsible Government would be inclined to adopt.

"The Hon'ble Member in moving the resolution has thrown on it the light of his own views as to the direction in which progress should be made. He has opened entirely new ground that has never been trod before, and has made suggestions that have never yet come under examination. His proposals, as I understand them, may be summarized as follows:—

(1) The children to be dealt with are males of age between six and ten.
(2) To educate them all is calculated to cost four times the present expenditure of 136 lakhs, or 544 lakhs.
(3) This expenditure should be worked up to gradually in a period of twenty years, at the end of which there would be provision for educating the whole.
(4) Government and local bodies should bear the expenditure in the proportion of two to one.
(5) Local Boards and Municipalities should be empowered with the previous sanction of the Local Government to make primary education compulsory.
(6) The ordinary rule should be that when 33 per cent. of children in a local area are already attending school, attendance should be made compulsory.
(7) These provisions should be applied at first to towns of over 100,000 population.
(8) In other areas efforts should be made by increasing the number of schools to work up to 33 per cent. of attendance, at which stage attendance might be made compulsory.
(9) Education should be made a divided head with the object of giving the Imperial Government a greater control over Local Governments so as to ensure that the programme is carried out steadily.
(10) A statement of progress in Education should be appended annually to the Financial Statement.
(11) A separate Secretary should be appointed to the Home Department for the purpose of dealing with Education.
(12) The additional expenditure should be met in one or more of the following ways in order of merit:—
    (a) Retrenchment.
    (b) Normal expanse of revenue.
    (c) That portion of the Famine Relief Grant and the amount of $\frac{3}{4}$ million under railways which are at present devoted to redemption of debt.
    (d) Increase of import-duties from 5 to $7\frac{1}{2}$ per cent.
    (e) Export-duty on jute and other commodities.
    (f) Increase of salt-tax.
(13) Primary education should be made free when it has reached the stage at which it can be made compulsory.
(14) These provisions should not apply to female education, which however should be accelerated.

"Now this is a pretty long programme and every item of it is new.

"It will be readily understood that I can say very little about these suggestions today. They would require a great deal more consideration than can possibly be given in a debate in this Council on a resolution which does not even specifically mention any of them. I had never heard of these proposals till three days ago when the Hon'ble Member was good enough to give me an oral indication of the line that he intended to adopt in this debate. It is absolutely out of the question that new subjects like these should be referred to a Commission before they have been even examined by the Government of India.

"I need scarcely say that the expansion of primary education is an object with which the Government of India sympathize.

"Two or three years ago the finances of India were in a much more prosperous condition than at present. It was a period of large surpluses, and one of the most pressing anxieties of the Finance Member was to find useful methods of remitting taxation. The suggestion was then made by the Hon'ble Mr. Gokhale that the fees in primary schools should be remitted. By this means it was hoped not only to give a remission of taxation but to give a stimulus to primary education. This proposal was

strongly supported by the educated classes in India, of whom the Hon'ble Mr. Gokhale was the spokesman in the Imperial Council. We put the proposal to Local Governments in 1906 and asked them to examine it carefully and to submit opinions on it. The Local Governments spared no trouble in collecting information from the various authorities concerned in the management of primary education and made an exhaustive examination of all the issues involved. I do not propose to review that correspondence today, but I may state that the result of it was a strong preponderance of opinion that the fees should not be sacrificed and that the best way to extend primary education generally is to steadily and gradually expand it by the improvement of old schools and the creation of new at such rate of progress as the financial conditions of the country may warrant. We propose to publish this correspondence, which throws much light on the general question of expansion of primary education. I understand that the Hon'ble Mr. Gokhale also now abandons the proposal that the first step of progress should be the abolition of fees in primary schools throughout the country. I shall only touch lightly on a few of the specific suggestions made by the Hon'ble Member. His scheme requires a large increase of taxation. It is no light thing to impose new taxation, whatever form it may take, on a country so poor as India, as we have had ample opportunities of observing during the recent debates on the financial proposals. But I may remark that it is not only primary education that calls loudly for heavier expenditure, but secondary, university and technical education, and it must not be forgotten that there are other things besides education which are making loud calls. I admit that it is difficult to see how these calls can be resisted, and it is difficult to see how they can be met from our present resources. The Hon'ble Member has raised the question of self-help. If the large municipalities are to be the field in which a more rapid rate of expansion of primary education is to be first developed, then these municipalities must do something to help themselves. It will not do to fall back on the cry which has been made by some Hon'ble Members during the course of our recent financial discussions that municipalities are already taxed to the last penny of their endurance. Help from Government he proposes that they should have, but at the same time they must show self-help and make some sacrifice themselves. Are they prepared to do so, and if not should they be compelled? That is the question raised by the Hon'ble Member.

"The Hon'ble Member proposes a steady programme of expansion of primary education independent of the vicissitudes of individual years. Whether the particular line of expansion that the Hon'ble Member recommends is advisable or not, I agree with him that it is desirable to obtain steadier expansion, and that it is undesirable that the expansion in any particular year should depend too much on the question whether there is a large surplus of revenue in that year. On the other hand, I do not, as at present advised, welcome his proposal to remove from Local Governments any part of the control which they exercise over education.

"I have said very little either for or against the specific proposals put forward by the Hon'ble Member. Nor do I intend to say a word more. My attitude is that, as a Member of the Government of India, I ought not to commit myself either for or against large proposals which neither my own Department nor the Government of India collectively have yet had any adequate opportunity of examining. We are really not concerned today with the question whether the Hon'ble Mr. Gokhale's suggestions are right or wrong, nor can I think that the Hon'ble Member himself expects that his proposals will be determined by this day's debate. The only relevant question now before us is whether a Commission should be appointed to frame proposals for making elementary education free and compulsory. I oppose the appointment of a Commission all the more strongly because the Hon'ble Member who moved the resolution has indicated that the line of its operations should be to inquire into new and far-reaching issues, which have been exploded on us without notice, and which consequently the Government of India have had no opportunity of examining. I may explain that I have no desire to impose on other official members the restriction which in my position of responsibility I have placed on myself. In conclusion, I will promise the Hon'ble Mr. Gokhale that his suggestions will be carefully examined by the Government of India."

The Hon'ble MR. DADABHOY said:—

"My Lord, I cordially support this resolution. The country feels on the subject, and the pronouncement made in the Financial Statement of 1907-1908 raised high hopes among the people. The remarks made by the Hon'ble Sir Edward Baker explained the Government policy which was fairly decisive:—

'These figures do not include any provision for the cost of free primary education, which formed the subject of some discussion in the debate on the last Financial Statement. It must not, however, be inferred from this that we have lost sight of the question. During the summer it was very fully considered in the Department concerned, and in the autumn a letter, which has been published in the Press, was addressed to Local Governments, reviewing the position at length, calling for certain information, and inviting an expression of their opinions. On receipt of their replies, the matter will receive prompt and earnest attention; and we have received an assurance from the Secretary of State that notwithstanding the absence of Budget provision, if a suitable scheme should be prepared and sanctioned by him, he will be ready to allow it to be carried into effect in the course of the year, provided that the financial position permits.'

"This would seem to indicate that the Government had accepted the principle of the reform, and had decided to introduce it; only the details remained to be elaborated and settled in consultation with Local Governments. It was fully expected this part of the work would soon be done. Three years, however, have elapsed since, and although the details appear to have been definitely settled, no attempt even is made to introduce the reform. On the contrary, the latest pronouncement on the subject is a solvent of all hopes. The very principle has apparently been abandoned, and Government, instead of recognising its responsibility to provide the people with a system of free elementary education, is now disposed to shelve the question indefinitely as a measure of relief analogous to reduction of taxation which can only be profitably discussed when the finances improve. The history is discouraging enough. Following the Hon'ble Sir Edward Baker's statement, the Hon'ble Sir Harvey Adamson, on November 1st, 1907, in reply to a question by the Hon'ble mover of the resolution, said that the question had been referred to the Local Governments for opinion, and replies were 'still awaited from four of the larger provinces'. In December 1908 I was told by the Hon'ble Home Member that the reports of the Local Governments had been received and were under consideration. That was nearly fifteen months ago, and a sad change would seem to have come over the spirit of Government in the interval. In reply to my further question on the subject, on 4th February last, the Hon'ble Sir Herbert Risley, on behalf of Government, said:—

'The replies of the Local Governments have been considered by the Government of India, but no further action can be taken at present owing to want of funds. The remission of fees is primarily a measure of relief analogous to the reduction of taxation. It has not itself the effect of increasing the number of schools, and for this and other reasons it has met with a good deal of criticism. The measure, however, is well worthy of further consideration when the state of the finances is more favourable.'

"Here is a complete break with the past, a go-by to all that has gone before. A more complete and sudden change of policy it is difficult to imagine. Government was prepared in 1907 to introduce the reform even without a special Budget provision for it, provided a scheme could be decided upon; early in 1910, after three years of continued consideration, Government shelves the reform till that unknown future when an improvement in the finances would allow,—not of its early introduction, but of 'further consideration'! A little more earnestness, sympathy and consistency in the treatment of this important subject would be clearly more conducive to the public interest. Until Sir Herbert Risley made that startling and disappointing statement the policy of the Government of India in regard to the expansion of primary education was free from doubt, especially after the solemn pronouncements of Lord Curzon at the Simla Educational Conference. The Hon'ble Sir Edward Baker's statement in the Financial Statement for 1907-1908 fixed it even more unalterably. It looked for once as if the Government was going to make up for its past slackness. According to Lord Curzon's statement, the Government of India had not fulfilled its duty: 'I am one of those who think that Government has not fulfilled its duty in this respect.' The present Government of India made a great advance upon the policy of Lord Curzon's Government, and while Lord Curzon did not contemplate anything more ambitious than a liberal financing of primary education, this Government in clear terms undertook to introduce into the country a system of free primary education at an early date. The principle was accepted; the details only had to be settled. If, after the pronouncement in 1907, the delay in execution of the project was disheartening, the Hon'ble Sir Herbert Risley's statement has completely disappointed the expectations of the people. The popular impression so long was that the attention of Government being engrossed by the Reform Scheme which has now been introduced, this question could not be considered. Sir Harvey Adamson's reply of December 1908 supported the idea. But now comes the announcement, after the matter has been considered in every way, that it was to await, like so many other reforms of a more or less urgent nature, a favourable turn in Government finances. This is an act that is hardly calculated to popularise the administration.

"I wonder so shrewd an officer as Sir Herbert Risley did not see the difference in principle between a scheme of administrative reform and a scheme of reduction of taxation. Free primary education is never meant as a relief to the people; it is essentially a measure devised by every civilised Government for the moral improvement of the people, with the professed object of imbuing them with more correct notions of citizenship and communal responsibility. Millions upon millions of pounds are spent every year by Western nations for public elementary education. Does the expenditure stand on the same basis as reduction in taxation, or does it involve a drawback allowed to the people as a measure of relief? No two measures could be more widely apart from each other in principle, objective and effect. It is a mistake to regard free primary education as a measure of relief. The masses have to be educated in spite of themselves. That is a duty of every civilised Government. Unless education is made free very few people would care to go in for it. In view of its moral effect, Governments have always been anxious to provide primary education *free*. This action has nothing in common with a reduction in taxation, and the considerations which determine the one are wholly distinct from those leading to the other. Education is more or less unpopular, especially when it touches the pockets of the poor, while reduction in

taxation is always a relief sought for by them. The support of free primary education is a legitimate charge upon the revenues, and in special circumstances would justify additional taxation. Could fresh taxes be imposed for effecting a reduction in taxation? The proposition carries its own refutation. No, my Lord, this reform cannot be postponed; Government's inaction in the matter of free primary education will be greatly disappointing. The community fully expects to have this reform too associated with Your Excellency's régime. Enough time has already been spent in considering the details; the time has clearly come for action.

"In moving for extra taxation a few days ago the Hon'ble Finance Minister referred to the heavy demands upon the Indian Exchequer which education, among other subjects, was expected to cause. The fresh taxes have been imposed; the basis of the revenue has been strengthened in the manner proposed by him. In fairness Government should now be prepared to provide for education on a liberal scale. The money difficulty can no longer be pleaded for justifying delay in the introduction of free primary education. In the vigorous language of Lord Curzon,—

'What is the greatest danger in India? What is the source of suspicion, superstition, outbreaks, crime—yes, and also of much of the agrarian discontent and suffering among the masses? It is ignorance. And what is the only antidote to ignorance? Knowledge. In proportion as we teach the masses, so we shall make their lot happier, and in proportion as they are happier, so they will become more useful members of the body-politic.'

"But the necessity of free primary education is not so much the question; the real question clearly is one of ways and means; and now that Government has got productive sources of additional revenue, funds should be found for the reform.

"My Lord, the Hon'ble Finance Minister has justified his budget by references to the deficits of the United Kingdom and France. Their example ought to be equally suggestive in the matter of education. In France primary education is free, and compulsory up to the age of 13. In England public elementary education is free, and the Parliamentary grant for its support was £10,780,242 in 1906. In all the Continental countries, except Russia and Turkey, primary education is *free and compulsory;* in Turkey it is compulsory if not free. In the United States of America and in Japan it is free and compulsory; even in Brazil and Peru it is free. It is a reproach to India that among the progressive countries of the world she lags far behind in education. In the Central Provinces there is great need for education. Notwithstanding departmental activity and the growth of schools during the previous decade, in 1902 the percentage of population able to read and write in those provinces was only 2·8. It is not much higher now. Not that the people do not send their children to school. All the schools are more or less well attended. But village schools are not as many as necessary. The condition of things is not very much brighter in the other provinces. Treating India as a whole, according to the Education Resolution of this Government of March 1904, four out of five villages are without a school, three out of four boys grow up without any education, and *one* girl out of every forty attends any sort of school. This is a stultifying review. And Your Excellency's Government, actuated as it is by so genuine a desire to advance the condition of the people and by quite an enthusiasm for progress and reform, cannot be in doubt as to its course of action in the exigencies of the situation.

"In a country like India any comprehensive scheme of primary education, in order to be effective and successful, must be free. The masses here, besides having in common with the proletariat of other countries, a disinclination to spend money and time over a training which does not bring in pecuniary returns, are very poor, and cannot with justice be called upon to place their children at school at a cost to themselves. The influence of social prejudices against female education must also be counteracted by special State encouragement. In these circumstances I have every hope the resolution will meet with the approval of this Government. Government is pledged to introduce free primary education, and the sooner it is done the better. The necessary funds should now be forthcoming. Money, it is superfluous to remind Government, could not be applied to higher use than the support of education. Besides, as the *Statist* observes, 'money spent upon sound education in India will prove to be the most fruitful economy.'

"There may be differences of opinion as to the wisdom of the suggestion of making primary education *compulsory*, on the ground that children are helping hands to their parents, and it will cause hardship to their parents to be deprived of their help. But it is shortsighted policy to put children to work at too early an age. The State has a clear duty in the matter. Children cannot be allowed to do manual labour when too young. Such labour interferes with their physical development, and therefore with the physique of the nation. Out of regard for the larger public interests the individual interests of the parents concerned must be overlooked. Under the expert advice of the Factory Commission the minimum age of a factory boy labourer is proposed to be fixed at 9. The action of the Government in that direction cannot be seriously questioned. And if the property of the Government action in fixing the age at which children can begin manual work in the interests of the physical development of the nation be admitted, equally, if not even more, proper will the Government policy be in compelling children to attend school up to a certain age in the higher interests of their mental and

moral development. It is a balancing of advantages and disadvantages, and the advantage would appear to be in favour of compulsory education."

The Hon'ble MR. CHITNAVIS said:—

"My Lord, while I cordially support the first part of the resolution, so eloquently moved by my friend Mr. Gokhale, recommending the initiation of a system of free primary education, I must, in the interests of the poor people concerned, point out that compulsory education will cause great hardship in actual working. Children are always, in every country, helping hands to poor parents; they are specially so in India, where financial prostration is the chief complaint. Parents are fond of their children, and they would not, unless under necessity, send them to work at a tender age. If therefore children are taken away from them and compelled to undergo training at school, a deprivation of income would follow, which few parents would be able to take calmly. The action of Government might be misunderstood. I am glad this difficulty is recognised by Mr. Gokhale himself. That is a risk which should not be taken when there are serious economic causes working to produce discontent. Besides, introduction of compulsory education would accentuate the labour difficulty, which in many parts of the country is already great.

"Attendance Committees on Western lines cannot perhaps be formed at once, and in India for years to come the work of compelling the attendance of children must be principally done by the local bodies. These bodies are already more or less unpopular, not only for the local taxation, but for the sanitary work they have to do, as often as not in the teeth of public opposition. Domiciliary visits by their officers in connection with a system of compulsory education will only make them still more unpopular, and thus interfere with their administrative utility in other directions. The ways of the underlings are also likely to be oppressive, and the people may be excused if they fail to appreciate the motives of Government. I believe it is too early to introduce compulsory education in a country like India. Even in England they had it for the first time in 1870. I do not take exception to the principle. Compulsory education is good if it can be effected without the concomitant evils. Only considerations of expediency inspire my criticisms, and I think the time is not propitious for the experiment. Let us have free primary education by all means, but we must wait for better times for the successful introduction of the ambitious project of compulsory education. The experiment will involve an amount of expenditure which may impose a serious burden on the people, and cause a heavy and sudden strain on the slender resources of the local bodies. Provision must be made for a large addition to the teaching and the inspecting staff, increased accommodation, and even for the feeding of children if the scheme has to be worked successfully. I say from experience that village boys who have received even elementary education betray a repugnance to manual labour, especially in the fields. I do not know how compulsory education works in Baroda, where I am told it has been introduced; but speaking of my own province, I find there is a general complaint among agriculturists that school-going boys do not make good agriculturists or field labourers, and there is a general tendency among them to imitate the leisured classes in their pursuits. This prejudice may wear off in time, but for the nonce it will render compulsion more unpopular than it would otherwise be, especially at a time when labour in the villages is getting scarce and dear both on account of plague and a general movement of the villagers to the towns for more lucrative employment. All this will make compulsory education an experiment of doubtful utility at the present time, but there would not be any objection to the gradual extension of free primary education as funds permit. Elementary education ought to be free to be effective, the more so in a country like India which according to high authorities is plunged in 'extreme poverty'. I sympathise with the Hon'ble Mr. Gokhale and admire the lofty motives which have inspired him to move this resolution, but I am convinced the object aimed at will be more easily attained by natural ways than by compulsory methods. There is already a general desire among the masses both in villages and towns to give education to their children, but I am sure they will resent any undue compulsion in the matter, however laudable may be the motives underlying the action."

The Hon'ble BABU BHUPENDRA NATH BASU said:—

"I must confess that in this discussion there is a ring of the unreal. It seems to me to be more or less academic and that at the present stage we can hope to achieve but small results, if any. But because the question is more or less academic, because the Government of India probably is not at present prepared to take it up earnestly, it is none the less a very serious question for us the people of India.

"I will not trouble the Council with the figures which have been placed so lucidly before us by my friend the Hon'ble Mr. Gokhale, but there is one consideration which I do wish to press before the Council. The consideration, my Lord, is whether or not we are convinced that primary education is a matter of great importance to the community as a question of State. I may even go further and say, whether or not, it is a matter of prime importance. I believe that it will be readily conceded that it is so. The question, my Lord, is, have we done all that we could do in the past in this direction? And if we have not done what we should have done, has not the time come when something should be done?

"As regards what has been done, I am taking the figures from the last quinquennial report and we find the total expenditure was roughly a crore and thirty-seven lakhs of which about ninety lakhs were contributed by the Government, about thirty-two lakhs were realised from fees, and fifteen lakhs from other sources. Now, if we make primary education free, we shall have to forego the thirty-two lakhs of rupees that we have derived from fees. If that was the only question, I am quite sure the Hon'ble Finance Member will at once say 'have your thirty-two lakhs and be done with raising the question in this Council.' But there are other consideration which I feel are difficult to meet. If once primary education is made free, the number of boys and students is certain to increase. It was pointed out, my Lord, in the despatch of 1854 that it was necessary that some fees should be levied in India as in England in order to make the people appreciate the value of education. That was the attitude of mind of English statesmen in 1854 and consequently that was the policy inaugurated in our country; but, my Lord, much water has flowed down the Thames since those days as well as in the Hooghly here, and opinion has considerably changed in England. From the view that was taken in the early fifties, we have come to the view that at certain stages and in certain sections of the community free primary education is necessary and has been morally felt to be necessary in England. I will not refer to the other communities and other countries which my friend Mr. Gokhale has referred to. If it is found necessary in England that primary education should be made free, I respectfully submit that the case is much stronger for us, the people of India, who have been described by the Finance Member as well as the Home Member to be extremely poor, and especially for the class who will come within the purview of the extension of the system of primary education. If that was made free, my Lord, as I have said 32 lakhs of rupees would not be a heavy burden, but it is felt that the burden may be very much heavier. But would it really be so? What I feel, my Lord, is this, that taking the middle classes, even the lower middle classes, they will not readily avail themselves of the free education in the primary schools. It is a very ancient practice in my country, a practice which has been laid down in the Institutes of Manu, that education can be had only through three channels which must be in the home of the *Guru*, *viz.*, that you can only receive education either by serving your teacher or by giving him adequate wealth or by giving him knowledge in exchange. That is the ideal of the middle classes in India, so that it need not be feared that they would take advantage of the free schools and would make the cost of maintaining the free schools prohibitive.

"Then, my Lord, the only community that will come to our free schools are the depressed classes; the masses of ignorant humanity in India who are more or less lying submerged today. They constitute, my Lord, as grave a danger to the State as to the people. I will quote one instance of this ignorance to this Council which was within my personal knowledge. I believe it was about fifteen or sixteen years ago when the Hooghly was being bridged over near the station known as Chinsurah. My Lord, it was a great engineering feat and to the ignorant and the superstitious it seems almost profanation to bind the waters of the river which had crushed the pride of the elephant of Hindu mythology, who was the carrier of the God of thunder. It was a feat not to be lightly thought of, and the people believed that hundreds and thousands of men were being sacrificed and their heads were being cut off and carried to the river to be put under the piers to give the bridge stability, so that the river Goddess might appreciate the gift and let the piers remain, and I know that ignorant people were afraid to go out at nights, lest they might be seized and their heads cut off and thrown under the piers of the Hooghly.

"My Lord, the other day only my Hon'ble friend Sir Herbert Risley in moving for the adoption of the Press Bill—now the Press Act—told a story of the poisoning of wells, how it was believed by illiterate masses that the great Sircar was poisoning the wells in order to kill unwary and ignorant peasants and artisans. If there was more knowledge I am quite sure that such a story would never have been believed. I therefore feel, and I am quite sure the Council and your Excellency's Government also feel, that it is a matter of imperative necessity that this dense mass of ignorance that prevails amongst our people should be removed, or at least partially lifted. My Lord, it has been the greatest reproach of the civilization of India that that civilization had not tried to do anything for the great masses inhabiting India. Knowledge, my Lord, was the privilege of the few. It is now the heritage of the many. The great boast, the just pride, of British rule is that it has thrown open the doors of knowledge wide to all sections of the community—Brahmin or Pariah; but, my Lord, though the doors are theoretically open to them, I respectfully submit they are practically as much closed today and as much sealed as in the days of Mánu when molten lead would be thrown into the ears of the venturesome Sudra who had accidentally overheard the recitation of the Vedas. The punishment is not there but the disability practically continues, and with that disability the ignorance continues, and with that ignorance, my Lord, much of the best material in the country lies waste and runs to seed; for who is there who can say that the laws of genius, laws which give birth to great men and benefactors of humanity, confine the birth of these men to the upper or the middle classes? My Lord, the history of the world has been otherwise. The great teacher of Christianity came from humble fishermen, and the instances might be multiplied. I say it would be the best investment

possible to give as wide an education as we can command to as large a circle as we can bring within the area of education, for we do not know but that the money that is spent today may be paid to us tenfold in time to come. The invention of what is known as the Bessemer process has led to a saving in the manufacture of steel of millions of money, and the artificial indigo of Germany, which has threatened the natural industry in our country, has brought in an enormous revenue to the people in Germany, and it is quite possible, my Lord—I will not repeat the old and familiar lines of the poet which come into my mind just now—that from amongst this mass of humanity there may rise a Newton or a Shakespear or a Beethoven or a great discoverer in science or art, and then, my Lord, all the money you put forward in this scheme will be repaid tenfold. My Hon'ble friend the Home Member has said that no definite scheme was laid down by Mr. Gokhale for the consideration of Government; but it is difficult, my Lord, to lay down a definite scheme. I think my Hon'ble friend Mr. Gokhale has done what is only proper. He has only just indicated the lines upon which the movement should take place. I believe he would be very sanguine, and we would be very sanguine, if we did expect a Commission to be constituted at once which would go forth all over India as my Hon'ble friend the Home Member says. We feel there are difficulties in connection with this question, but we should put on one side the advantages and on the other side the financial difficulties, and the difficulties which my Hon'ble friend Mr. Chitnavis has put forward, the difficulties created by ignorance and superstition, and have them carefully sifted. The pros and cons of all matters in this connection have got to be taken into careful consideration. For this purpose, having regard to the great interest at stake in which both the State and the country are vitally concerned, is it too much to ask, instead of putting forward definite proposals which might be rejected and with which fault might be found, that a Commission should be constituted composed of official and non-official members to go into the subject carefully and to reject the proposal if they come to the conclusion that it is impracticable and to give it a shape if they consider it feasible; that is our proposal.

"My Lord, the Finance Member the other day levied his taxes, I won't say with a light heart but with a skill which nearly made us forget the burden he was imposing on us. Will he not temper the wind to the shorn lamb?

"What has been done for the masses, my Lord? You have given them protection of life; you have given them protection of property. But the highest gift that lies in your power, namely, that of unlocking the chambers of their mind, which have remained under a heavy seal for unknown centuries, has not been bestowed on them. Will you not extend to them that gift?"

The Hon'ble Sir Harold Stuart said:—

"When I received a copy of the resolution which is before the Council I proceeded to collect material to enable me to take part in the discussion. I assumed both from the terms of the resolution and from the remarks which have fallen from the Hon'ble Mover on previous occasions in this Council that we should be urged to remit at once all fees levied in primary schools, and that was the subject to which I intended principally to address myself. But, Sir, the line which the Hon'ble Mover has taken in introducing his resolution has put me in a position which recalls an old Cambridge story of the undergraduate who having crammed up the proof of the Binomial Theorem found to his discomfiture that the examiner had departed from custom and not set that question. The candidate, however, was determined to display the knowledge he had gained with so much labour, so in answer to the question 'Describe the action of the Common Pump' he began 'Before describing the action of the Common Pump it is first necessary to prove the Binomial Theorem'.

"Well, Sir, I hope I shall not be quite so irrelevant, for the remitting of school fees is evidently still regarded with favour in some quarters, and it is, I think, important that the Council should be reminded of the earlier pronouncements of the Hon'ble Mover on the subject of elementary education. I will take first his statement in the Budget Debate of 1906. This is what he said:—

'What is needed is a clear aim and a resolute pursuit of that aim in a feeling of faith and with enthusiasm for the cause.

'The first step is to make primary education free in all schools throughout the country, and that can be done at once. The total receipts from fees in primary schools throughout India in 1901-1902 were only 30½ lakhs, so the sacrifice will not be very great.'

"His programme then was compulsory and free primary education throughout the country for both boys and girls, in 20 years or so.

"Sir Arundel Arundel adopted a cautious attitude towards the Hon'ble Member's proposal for the remission of fees in primary schools. He said:—

'The hope and aspiration of the Hon'ble Member for universal free primary education is one that must meet with wide sympathy, and would be kept in view as the distant peak to be one day attained, while the work of the present must be slow progress along the plain.'

"That speech, I may remark parenthetically, received somewhat ungenerous treatment from the Hon'ble Mr. Gokhale in the 1907 debate, for Sir Arundel was a warm friend of education throughout his long service.

"Sir Edward Baker, then the Finance Member, expressed great interest in the proposal for making primary education free, but added that he was wholly unconvinced that the cost of it would be anywhere in the neighbourhood of 30 lakhs of rupees per annum.

"The sympathy expressed by both these Members of the Government was no lip sympathy, and when the Government moved to Simla they gave their very careful consideration to the proposal and eventually addressed Local Governments in the circular letter of the 22nd November 1906 which has already been published.

"The tone of that letter is distinctly optimistic, but the Government of India were careful to point out a number of directions in which the cost of carrying the proposal into effect might be very largely increased, and they concluded with an express statement that their future action would depend upon whether the replies of Local Governments were favourable upon whether the probable cost was found to approximate to their estimate; and upon whether the financial circumstances would permit of an assignment of funds for the immediate cost of the scheme.

"In his speech in the Budget Debate in 1907 the Hon'ble Mr. Gokhale declared that this circular letter showed unequivocally that the Government of India had already made up its mind to adopt the measure. I am afraid I cannot accept that description of the letter as altogether accurate. The Government of India had undoubtedly shown that they desired to adopt the measure, but they made it clear that their decision would depend upon the opinions of the Local Governments, upon the estimated amount of the cost, and upon the state of the finances of the Government of India. Not one of these conditions is favourable. The majority of the Local Governments consulted are opposed to the proposal; the estimated cost of carrying it out greatly exceeds the 30½ lakhs mentioned by the Hon'ble Mr. Gokhale, and the financial circumstances are such that not only is it impossible to remove any burdens, but it has been necessary to impose extra taxation in order to make both ends meet.

"Nine Local Governments were consulted. The Madras Government regard the proposal as a form of relief which will naturally tend to the greater spread of elementary education. The Chief Commissioner of the North-West Frontier Province also accepts the proposal, but agriculturists in that province are already exempt from fees for education in the primary classes and the amount of fees collected is under R3,000 per annum. Those are the only two provinces—as widely separated in the degree of educational advancement as in the matter of distance—which definitely accept the proposal. There is a third province from which the answer is somewhat uncertain, namely, Eastern Bengal and Assam. The Lieutenant-Governor is fully in sympathy with the desire to abolish fees, but he insists that this must be accompanied by an improvement in the schools and their teachers, the estimated cost of which is so large as to render it impracticable.

"The other Local Governments are definitely opposed to the abolition of fees. The first and main ground of opposition is that the money could be better spent upon extending and improving schools than in remitting fees. It is urged that elementary education should be made general before it is made free. The argument is that when it is made general it can be made compulsory, and only when it is made compulsory is it necessary to make it free. It is contended that under the present system no boy or girl is denied admission to a school by reason of inability to pay the fee, since there is a liberal system of remission of fees on the ground of poverty. Finally it is argued that until schools are generally provided it is unfair to tax the man who has no school within reach of his children in order that those who are more favourably situated may obtain education for nothing. These are the main arguments, but others of less importance have also been advanced; such as that the abolition of fees would benefit chiefly the well-to-do; would dry up the springs of private liberality; would remove from the teacher a valuable incentive to increase the school attendance; would encourage irregularity of attendance, since the parent would no longer be losing something that he had paid for; and would result in all schools, except a few, becoming Government schools. Now all these objections, both major and minor, have weight, and it would be necessary to consider them very carefully if there were any prospect of the Government of India being able to finance the project.

"But I need not labour the case against the remission of fees, for the Hon'ble Member has himself abandoned his original proposal. In 1906 the first step in the development of primary education was to make it free; and that step was to be taken at once. In 1907 that policy is again put in the forefront of the educational programme. But in 1910 the remission of fees is to be postponed to that somewhat distant time when it will be possible to make education compulsory, and even then the remission is to be only partial. The Hon'ble Member has discovered that the great and pressing and immediate need is neither free education nor compulsory education but a steady expansion of the facilities for primary education.

"There is another minor inconsistency which I may notice. The Hon'ble gentleman has today urged that the Budget head of Education should be made a divided head in order to give the Government of India more control and more responsibility. We are

bidden to adopt centralization and the divided head. But I seem to remember that in his evidence before the Decentralization Commission he said that there should be no divided heads either of revenue or expenditure.

"I have no desire to insist unduly on the virtues of consistency, but the Hon'ble Member's self-sacrificing enthusiasm in the cause of education gives him great influence and clothes his opinions with great authority. It seems to me wise, therefore, that we should bear in mind these somewhat rapid and confusing changes in the Hon'ble Member's views.

"A cautious attitude towards his proposals on the present occasion is the more necessary because I fear that he has greatly under-estimated the cost of them. His method is very simple. The number of children of school-going age is estimated in England at 15 per cent. of the population, but that is based on a seven years' course. For a four years' course, such as he contemplates for India, the population of a school-going age would, he says, be only 12 per cent. Now 3 per cent. of the male population of India are already at school, and the annual cost of primary schools for boys is 136 lakhs. By a simple arithmetical sum therefore, the additional cost required is three times that amount, or 408 lakhs and the total expenditure on boys' primary education will be 544 lakhs per annum. In one point I think the Hon'ble Member has over-estimated his strict requirements. According to the ages recorded at the Census as adjusted by that distinguished Actuary, Mr. Hardy, the proportion of boys at the ages 6 to 9 is 10 per cent. of the male population and not 12 per cent. as suggested by the Hon'ble Member. I may mention here that according to the same authority the number of boys at the ages 6 to 11 inclusive form 15 per cent. of the male population and the number at the ages 6 to 13 form 19 per cent.

"The male population of India at the last Census was 118 millions. We have, therefore, to find primary education for about 11,800,000 boys. The Hon'ble Member's calculation assumes that efficient primary education, when made general, can be given at the present rate of cost. I doubt if he would maintain that position if pressed, for it is certain that as primary education becomes general it must become public. The cost of each boy in a public primary school is now R5 per annum, while in the private primary schools it is only R3 per annum. But no one seriously believes that even R5 per annum would cover the cost of an efficient education. In Bombay, where primary education is probably more efficient than in any other province, the cost per head in public schools is R7 per annum. This cost is steadily increasing, and we certainly should not be safe in framing an estimate on any lower basis than R7½ per annum. That brings our total estimate for boys alone to 8 crores and 85 lakhs as against the Hon'ble Member's 5 crores and 44 lakhs. This is on the assumption of a four years' course, but here again I am confident that India will be bound to follow the example of other countries and provide a course of at least six years. Japan is meditating that change already, for it has found that four years at school is altogether too short a period. Mr. Sharpe tells us in his excellent account of education in Japan that it is found at the examination of the new conscripts each year that those who quitted school at the end of the ordinary course of four years are practically illiterate by the time they reach the age for service. All the education authorities are agreed, he says, that the present course of four years is too short, and that it ought to be extended by at least two years. That increases the estimate by 50 per cent. and brings it up to 13¼ crores.

"So far, however, we have taken no account of the expenditure on primary education for girls. In 1906 the Hon'ble Member contemplated the free primary education throughout the country of both boys and girls being worked up to in a period of 20 years. That was also his programme in 1907. But the girls are now left out of his calculations altogether and he contents himself with saying that there must be more rapid progress with female education. I do not believe that we can neglect the primary education of girls when we once make a start in introducing anything like a general system of education for boys. We ought, therefore, to add at least 10 crores to the estimate in order to provide for female primary education. This makes the total estimate 23¼ crores. I doubt if even that is sufficient, for it takes no account of the growth of population or of the cost of supplying school-books, stationery, etc., and there must be heavy expenditure on buildings. The cost of primary education in Japan when Mr. Sharpe wrote was rather over 3 millions sterling, and I may mention incidentally that practically the whole of this sum was provided by local rates. If the course is extended to six years, the cost will presumably be £4,500,000. That is the cost for a population of 45 millions. The corresponding cost for the British Indian population of 232 millions would be £23,000,000, which is half as much again as the estimate that I have given

"Nor will this be the only expenditure on education. With the advance in primary education there must also be an advance in secondary, and university, and technical education. Those branches cannot be left stationary, and the funds required for them cannot be left out of our account.

"Now I do not make these criticisms in any hostile or carping spirit. The progress of the development of primary education in India must be quickened, and personally I welcome everything that has been said with a view to securing that object. But let us state the problem completely and face it squarely. A grossly inefficient system of

education is almost worse than useless. The course of instruction must be sufficiently long and our schools must be well-housed, well-equipped and well-staffed. The cost of doing all that will be very large and the problem of finding the funds is a difficult one. But it is the duty of statesmen to overcome difficulties, and I do not think that we need be daunted even by the estimate which I have framed. It means of course more taxation, but as the industries of this great country develop, as they are bound to develop, we may contemplate additional taxation without misgiving. It will probably take more than 20 years to reach the goal, but I join heartily in the Hon'ble Member's desire to quicken the pace towards that goal. I feel confident that the discussion which he has initiated today will do much to secure that acceleration, and that when, some 30 or 40 years hence, the history of primary education in India comes to be written, no small part of the merit will be assigned to the self-sacrificing efforts of the Hon'ble Mr. Gokhale."

The Hon'ble Mr. N. Subba Rao said:—"My Lord, I beg to support the resolution which has been placed before the Council with such marked ability by the Hon'ble Mr. Gokhale. He has dealt with the question so comprehensively and with such wealth of detail that it is unnecessary for me to detain the Council at any length.

"There are some striking facts, my Lord, in connection with this question that must arrest our attention.

"The first point is that every civilized country in the West is vieing with each other in its endeavour to strengthen its national efficiency by equipping its young to hold its ground in the international race for supremacy and is spending its utmost in providing them with the best type of elementary education. Learning has come to be regarded as the highest asset of a nation and the moneys laid out in the cause of elementary education as the best and most profitable form of investment which a country can make. General education is recognized to be the foundation of all forms of national activity and national development. Not satisfied with enforcing a 'national' minimum of school training and individual attainment for its young, each State is raising that minimum by extending the scope of elementary education. Not content with compelling each boy and girl to learn at schools provided for them, the best minds of the country are giving their attention to the question as to how to develop the latent possibilities inherent in each child and how to make him realize the nobler self hidden in him. New problems are being grappled with, such as, how to protect those who leave school at 13 or 14, and make them useful citizens of society. Japan within a short period of forty years has equipped herself with a complete system of compulsory elementary education and has come into line with Western countries in national efficiency.

"In contrast to this, when we come to India, we are struck with its backward state. Here the State has not yet even begun to consider the question of making elementary education compulsory. The Hon'ble Sir Harvey Adamson has stated that the attitude of the Government towards this question is one of non-committal and that the Government is prepared to give its careful consideration to the subject. This is no doubt a statesmanlike and proper position to take, as the Government has not yet examined the various aspects of the question.

"I submit, my Lord, that the condition of this country urgently calls for such a measure. Four out of every five boys do not know how to read and write, and four out of every five villages are not provided with a school. Apart from other considerations, such ignorance is a danger to the Government itself. It hampers the effective usefulness of various departments of the State and the intentions and acts of the Government are misunderstood. The present rate of progress is indeed very slow and the sums spent on elementary education are comparatively small. The total amount spent on education from all sources is nearly five and half crores; out of this, the amount contributed by the State is nearly $2\frac{1}{2}$ crores, *i.e.*, one and half annas per head of population, and the amount spent on elementary education is $1\frac{1}{3}$ crores, *i.e.*, about 9 pies per head of population; whereas England spends on education in general 6*s.*, France 5*s.* 4*d.*, Germany 4*s.*, Austria 2*s.*, and so on. We may easily conceive how many many times more other countries are spending on elementary education.

"The Hon'ble Sir Harvey Adamson has drawn the attention of the Council to the numerous demands on the purse of the Government which it is unable to meet. I may say that I have not the heart to blame the Government for the present state of things. It has to maintain a costly army and costly civil establishments. Out of about £50 millions, which we may roughly estimate as the revenue of the State, £$19\frac{1}{2}$ millions go to the army, and another £19 for the expenses of civil establishments and civil miscellaneous expenses, and £8 millions for the expenses of collection; what is left is not sufficient to meet the growing demands of the State.

"The next point that arrests our attention is the attitude of the people towards State education. In the West private individuals and private bodies voluntarily co-operate with the State in spending large sums of money in the cause of education. The recent Commission of twenty-six educationists from different parts of England, organized at great expense and trouble by Mr. Mosley to examine the educational system of the United States with a view to improve the state of education in England, is a striking instance of the patriotism and zeal on the part of a private individual, one of the rank and file

of England's sons who place their country's weal before their personal convenience. I was reading the other day a statement of the Superintendent of Public Schools in the City of New York to the effect that a sum of 70 crores was placed at his disposal annually for purposes of education and that if he needed more he would get it for the asking. The passion and enthusiasm for education on the part of the people in some of the Western countries is something remarkable. Mr. W. H. Dawson in his book on the evolution of modern Germany quotes Mr. Friedrick Dernburg as follows:—

'The true ambition of the masses of the German nation is less for economic amelioration and material advantage than for education. The masses of the people see in education endless perspectives; their thirst for knowledge, like their ambition, impels them to the one aim, to be educated.'

"Speaking of Japan, Professor Sharp writes that 'all classes seem to concur in making provision for every form of instruction, whilst one is told everywhere that the children *insist* on going to school'.

"In contrast to this, the people at large in this country look askance at the educational efforts of the State. There is not that passion and that enthusiasm for the system of State education as we find in other countries. The contributions made in the cause of education are few and far between. The magnificent endowments of the late Mr. Tata and a few others can be counted on our fingers and are exceptions to the general lack of enthusiasm in this country.

"Thus we find that the Government in this country is circumscribed in its resources and the people are not at one with the State in its educational efforts. What then shall we do to improve the present situation, which is certainly not encouraging?

"I submit that it is absolutely necessary to make a beginning in introducing compulsory education in this country. Else we cannot hope to see rapid progress in the spread of elementary education. If we go on on the lines on which we have been doing so long, our progress will be very slow indeed. The Hon'ble Mr. Chitnavis points out certain difficulties; such difficulties were always present and had to be met in countries where compulsory education was introduced, and they were successfully overcome; so it will be here. It must be remembered that at first moral persuasion would be used and it would take many many years before primary education is made compulsory throughout this vast country.

"Further, as an effective means for the rapid spread of education, I would suggest, my Lord, that the Government should make determined efforts to enlist the co-operation of the people in the cause of education. The people of this country value knowledge and from ancient times they are known to regard the gift of knowledge as the most efficacious of all forms of charity. The famous despatch of 1854 bears testimony to this responsive attitude on the part of the people and points out that 'throughout all ages, learned Hindus and Mahomedans have devoted themselves to teaching with little other remuneration than a bare subsistence, and munificent bequests have not unfrequently been made for the permanent endowment of educational institutions'. If so, how shall we account for the sullen aloofness of the people towards State education, leaving it to the Government to solve this difficult problem in its own way? The reason, it appears to me, is that the attitude of the Government is also one of aloofness towards the people in regard to its educational policy, which does not touch their imagination or rouse their enthusiasm, and the officers of the Government cannot be said to view with a friendly eye the activities of the people in their attempts to build up a system of national education suited to their wants.

"My Lord, I am sorry to observe that in working out its policy and framing its educational codes, the Government has not taken into account the traditions and ideals of the people, their environment and their requirements. One model is laid down by the Government to which all schools in the country must conform, if they desire to receive aid and seek inspection from the Department. The result is that numerous unrecognized private institutions, not necessarily religious, have to stand apart from Government regulations and Government aid. The doors of the University are closed against the pupils of these institutions unless they go through the mills recognized by the Government. Thus, my Lord, the stream of national educational activity and that of the Government run in distinct channels and there is no co-ordination between them. I am constrained to say that under the circumstances the feeling is coming upon the people that there is no use in looking to the Government and their educational experts to devise a system of education which is in close touch with their daily life and which will be a source of inspiration to those that come under its influence. I submit that there is an awakening among the people to the present situation, though dim it may be at present. They are deeply impressed by what Japan has accomplished within so short a time. The question, my Lord, is whether the Government will take advantage of the new spirit of self-help that is perceptible in the country and utilize the new forces to supplement its efforts, or leave the people to work out their salvation in their own way and according to their lights. The despatch above referred to points out that 'as a Government, we can do no more than direct the efforts of the people and aid them wherever they appear to require most assistance'. I submit that if there is to be a large and rapid advance in general education, it is necessary that the attitude of the Government towards private effort which does not conform to the Government codes should

be one of whole-hearted co-operation and helpfulness, and that its endeavours should be directed to kindle national ideals and enlist the aid of the people in the spread of national education suited to the traditions and requirements of the people. The Government calls on us to co-operate with it. I hope it is not too much to ask the Government to co-operate with the people in this matter.

"These and other questions intimately connected with the resolution require consideration. I submit that it is necessary to appoint a Commission as suggested in the resolution."

The Hon'ble MR. ORANGE said:—

"The Hon'ble Sir Harvey Adamson has explained that official members who follow him will be speaking only for themselves. I avail myself of the liberty so conferred upon me to say that, in my opinion, the Hon'ble Member who moved this resolution, with an eloquence and a breadth of vision that we all admire, has made out an overwhelming case. I do not say that he has made out an overwhelming case for the fourteen points of his programme or that he has demonstrated the immediate necessity of remitting fees or enacting compulsion. But he has given a general survey of the progress that we have made in the education of the people of India for the past few generations and has asked us most impressively to consider whether we are satisfied with it. Are we content to remain where we are; are we satisfied with the rate at which we are progressing, and ought we to be satisfied? To these questions the Hon'ble Member answers No, and I also most emphatically answer No.

"In dealing with the subject he has touched more topics than it will be possible for any one speaker to discuss in a short speech. Besides the remission of fees and the enactment of tentative measures of compulsion, he has proposed to throw our administrative system for the control and finance of education into the melting-point, and has suggested important measures of local and imperial taxation. It is quite certain that all of these proposals will meet with criticism, and it is probable that some at any rate will not survive. The first impression which his speech has produced upon my own mind is, that studiously uncontentious though his tone was, he has yet loaded his cause with so much controversial matter as to run into the danger of being washed down by the gulfs of hostile criticism, so that he may never touch the happy isles for which he sets his course. Education has not progressed very fast as yet in this country; and if, in order to press it forward, we are now to attack railway finance, raid the famine insurance fund, increase the salt-tax, increase local rates, set the policeman to fetch the children to school, and embroil ourselves with the Local Governments by invading their powers of management, I am afraid that education may pick more quarrels than it can comfortably manage. However that may be, the Hon'ble Sir Harvey Adamson has promised the Hon'ble Member that his suggestions shall be considered. That is obviously all that could possibly have been promised at the present stage; and I will now briefly contribute to the discussion on the remission of fees and the enactment of compulsion.

"No one has yet mentioned exactly where we stand now with respect to the supply of free primary education. Those who do not know might suppose, from our being urged to make a beginning of free primary education, that we have at present a system by which fees are universally charged. This of course is very far from being the case. In primary schools for girls it is the exception to charge a fee, and most girls receive their primary education free. Boys are taught free in the monasteries of Burma and in the lower primary schools of Assam. The sons of agriculturists in the Punjab receive their education free. There are, in all parts of India, free schools for aborigines or depressed classes, and in addition to this there are, in every province, rules for admitting a portion of the boys free, whether 10, 15, or 20 per cent., as the case may be. Thus there is very liberal provision for remitting fees of boys who cannot pay, and in the Bombay Presidency, for instance, it has been stated by the Director that no case has ever been brought to his notice of a child being refused admission to a school because he was too poor to pay the fee. If we are to make a fresh departure we cannot do so by beginning to admit some boys to school without payment of fees, for that we do already in every part of India, but by beginning to act on the principle of charging no fees to any children whether they can afford to pay or not. Several speakers have given correctly the figures showing the total cost of the primary schools and the total amount of the fees in boys' primary schools, namely, 32 lakhs per annum. The rates of fee have, however, not yet been mentioned; they range from nothing up to 8 annas a month, but this maximum of 8 annas is very seldom charged. A boy pays from ½ anna to 1 anna a month in some provinces, in others he pays up to 2 or 3 annas, and sometimes, but not often, he pays up to 4 annas a month. The average fee in all the boys' primary schools is 14 annas annually for each boy. A primary school upon the average costs from all sources a little under R4 per annum for each scholar, and of this sum 14 annas is contributed by the boy by way of fee, about 7 annas is produced by what are called private subscriptions, and the balance, *viz.*, R2-8, is met from public funds.

"The fees paid in girls' primary schools average 3½ annas yearly for each girl and amount to a total of R68,000.

"I believe that many Members of the Council when they see the correspondence which is to be published will be disposed to wonder not with the Hon'ble Mr. Dadabhoy why the Government do not immediately order the abolition of fees, but rather why they went so far as to say earlier in the session that the remission of fees was a measure of relief well worthy of consideration at some future time. The combined estimates given by the Local Governments put the cost of the measure at 231 lakhs annually besides 250 lakhs non-recurring; and you will say that this would surely be too heavy a price to pay for shifting from the parents to the tax-payer a burden which figures in our statistics only as 32 or 33 lakhs of rupees per annum. But the explanation is that some of the estimates have treated as one and indistinguishable the cost of remitting fees and the cost of bringing schools within the reach of all; and not only so, but they include also the cost of overhauling the existing schools, paying the teachers better and rebuilding the schools. Well, these are excellent objects, but clearly they are something different from remitting fees. Strip the term 'free education' of these extraneous operations, and the remission of fees shrinks once more to manageable proportions. It does not extend schools, it does not improve them, but it relieves the parent at the cost of the tax-payer. The practical question therefore is, out of a limited sum of money which do you prefer to do—to extend education or to relieve the parent? I am not by any means against the principle of free primary education, and I am disposed to think that anything like universal primary education in this country would be incompatible with the retention of fees but speaking of the immediate present, I would define the position in this way. If anyone said, Here are sixty or eighty lakhs; shall we remit fees, or shall we remit some other tax or burden? We are determined to remit something; shall it be fees or something else? I should say, Remit fees. But, if anyone said, Here are sixty or eighty lakhs; shall they be devoted to the improvement and extension of schools, or shall we remit fees? I should say, Give the money to the schools; improve the schools you have; build new schools; extend the facilities; conserve your resources. Let us not interfere with the local discretion which already exists among District Boards and Municipalities to carry out from their own resources the partial or entire remission of fees; but this is a very different thing from asserting, by a resolution in this Council, that Government is now to begin to do this, or to compel others to do it.

"I turn now to the other part of the resolution in which we are asked to make a beginning of compulsory education. This means that parents should be compelled by law and by penalty to send their children to school; and it necessarily implies that there should be within their reach a school to which the children could be sent. Thus there are two steps, first, that someone should be compelled to provide sufficient schools to accommodate all the children who are of an age to attend school; second, that the parents of such children should be compelled to cause their children to attend. So far as I know, this is the first occasion upon which the proposal, which is one of the highest importance, has been discussed in this Council. We have never ascertained the opinions of Local Governments on it, and we have no records to show that Government has discussed it before now. So far as India is concerned, it is a question without a past.

"It is natural, therefore, to turn for a moment, as the Hon'ble Mr. Gokhale has done to English example. The English Elementary Education Act was passed in 1870; and its first and chief enactment was to compel every district in England, whether urban or rural, to provide a sufficient amount of accommodation in public elementary schools for all the children resident in the district. If this was done by voluntary action, well and good; if not, public bodies were set up, whose duty it was to make the necessary provision. This was not compulsory education, but compulsory provision of schools. At first there was no law at all for compelling children to go to school in those areas which were sufficiently served by voluntary schools; but by a succession of laws, which were spread over ten years, this principle was gradually extended, and made universal, by compelling the school boards to make bye-laws for compulsory school attendance, and by setting up in the districts which were not provided with school boards, other bodies having the duty of enforcing school attendance. The Act of 1870 was not a free Education Act; that did not come till twenty-one years later; but the Act of 1870 provided that where children were too poor to pay the fees, the fees might be paid for them by the poor law authorities, and the Act also allowed free schools to be built in poor districts; in other words, the enactment of 1870 as regards fees accorded pretty closely with what we have in India today.

"Now that was the actual course of legislation in England; compulsory provision of schools first, then compulsory attendance, then remission of fees all round. But I would remark two things about this Act. First, that it was the culmination of many years of Parliamentary effort; second, that the provision of schools, and the habit of school attendance, were, at the time that the Act was passed, and had been for years, very much more general in England than they are now in India. Consider how we stand; one boy in five and one girl in twenty-five at school; and what is the chief cause of our deficiencies? Later on we may reach a stratum in which the apathy of the people will be the chief cause obstructing the further progress of school attendance, but that is not so today. The immediate cause which prevents the expansion of school attendance is the want of school provision. In the Bombay Presidency the Government report that

there are 100,000 boys ready to come to school if schools were provided for them; and the annual reports on public instruction in other provinces commonly tell us that the demand for schools is far in excess of the supply.

"Now this being the condition of affairs, I see no use in nibbling at compulsion of parents to send their children to school. For the present, as fast as you can open schools, you will get children to fill them; and what we require is the extension of facilities rather than the enactment of compulsion. As to compulsion, I do not know whether it will come later or not. Wise men exhaust persuasion before they begin to talk of compulsion; and we are at present so far from having exhausted persuasion, that we cannot take in all the children who are knocking at the door and demanding admission.

"Was it not a wise committee which reported as follows in Bombay? The committee contained among its members the Hon'ble Sir Vithaldas Thackersey and Sir Pherozeshah Mehta, and after considering for two years the measures which should be adopted to further the spread of education in the city of Bombay, it reported:—

first, that the time has not come for the introduction of compulsory education;

second, that it is neither necessary nor desirable to remit fees where they are charged already;

and then proceeded to make recommendations for increased provision of schools and teachers, and free schools for the depressed classes.

"'Increased provision of schools' was their conclusion, and it is mine. This means increased provision of funds. I have heard with very great pleasure the speeches which have been made by non-official members, both in this and in previous debates, urging the necessity for much larger expenditure upon education. As the Hon'ble Mr. Meston has pointed out, it would be a mistake to suppose that we have on the one hand a band of eager non-official members of this Council pressing for increased expenditure upon education, and upon the other side a stern Government saying No. In their last authoritative pronouncement on the subject the Government of India said, six years ago:—

'On a general view of the question the Government of India cannot avoid the conclusion that primary education has hitherto received insufficient attention and an inadequate share of the public funds. They consider that it possesses a strong claim upon the sympathy both of the Supreme Government and of the Local Governments, and should be made a leading charge upon provincial revenues.'

"We have also been reminded today of the words used by the Hon'ble the Finance Member when introducing his budget, as to the claims on the part of education which were waiting to be met. Those were not idle words. We stand, therefore, at a point where official and non-official opinion, though it may differ as to the measures to be taken here and now, is in agreement as to the end which we desire to attain. We desire to see, if not in every village, at any rate within reach of every village, a school; not an exotic, but a village school in which the village itself can take pride, and of which the first purpose will be to train up good men and women and good citizens; and the second purpose to impart useful knowledge, not forgetting, while doing this, to train the eye and the hand, so that the children when they leave school, whether for the field or the workshop, will have begun to learn the value of accurate observation and to feel the joy of intelligent and exact manual work. The fact is that we have not yet fully faced the question of what that will cost. We increase the expenditure from time to time according to the possibilities of the moment, and we remove those deficiencies which are most glaring. In my opinion, the stage which we should next endeavour to reach is one in which the increase of our expenditure will become less a matter of chance and more a matter of calculation, that we may put before ourselves some defined standard up to which we may hope within some reasonable and not too distant limit of time to arrive in the diffusion of educational facilities; that the cost of reaching this point may be more or less definitely ascertained, and that the provision of the funds required may become part of a settled financial policy. I should not rest the case for such a policy merely upon considerations of the material prosperity of the country, for there are greater issues than that involved in the adequate performance of the public duty of training the young of this country. But even if the case rested solely upon material considerations, those who know best the present difficulties which beset the improvement of agriculture among an insufficiently instructed peasantry, or the building up of great industries with the labour of illiterate artisans, advise us that when we do face the cost of a great system of popular education in this country, we shall find the expenditure on it to be not wholly, and not ultimately, unproductive."

The Hon'ble Rao Bahadur R. N. Mudholkar said:—

"My Lord, it is a matter of great pleasure to non-official members, who for years have been working in the cause of education, to hear to such sympathetic speeches as those of the Hon'ble Sir Harvey Adamson and the Hon'ble Mr. Orange. Mr. Orange's speech was one which I quite expected after having read his Quinquennial Report, in which it is pointed out that even with the very large increase in expenditure which Government have been making in recent years it would take some generations, even if the population

remained stationary, for us to attain the end we have in view. My Lord, if anything has established a case for the kind of remission which the Hon'ble Mr. Gokhale has asked for, it is the very sympathetic admissions made by the Hon'ble Sir Harvey Adamson, who acknowledged that our education is very far back. He admitted the need for proceeding at a greater pace; he admitted that there were various questions which were deserving of consideration which could not be disposed of offhand without very great deliberation. Well the question of the necessity for increased expenditure on education and of greater expansion of education is admitted by all. This is not the first time that the question of primary education comes before the Government. The Hon'ble Mr. Orange has just read a portion from the Resolution of 1904. We have got all these statements made by administrators in the highest position, and if the scope for expansion of education is made out, if it is found that in other countries there has been both material and moral improvement in all the different sections of the community by education being made universal, and if it is found that no harm has resulted in any other country, is not a case of a similar character for universal education made out for India? All that has to be considered is to find out the ways and means, to find out how we are to make a beginning, and what actual steps have to be taken. Well in regard to that I submit that Government will derive very great advantage by the appointment of a Commission though it is characterised as a roving Commission. After all it is only these roving Commissions which can supply us with information on which important Acts of the legislature have to be framed and administrative policy has to be adopted. They would afford materials to the Government on which a real beginning could be made for bringing to every person who stands in need of education that education without which ignorance, which is the parent of so much penury and misery, cannot be removed. My Lord, in our Province the Government has, in the Agricultural Department, been issuing very useful tracts, pamphlets and leaflets giving information in regard to manures, improved implements, improved methods of tillage, selection of seeds, and so on, but the persons for whom they are intended cannot take advantage of these. Over 80 per cent. of them are steeped in ignorance and cannot even read and write. Even from the financial point of view Government would be a gainer. It is quite true that a very large expenditure would have to be incurred. I cannot with the short time I have before me say as to whether Sir Harold Stuart's calculation of 23½ crores or the Hon'ble Mr. Gokhale's estimate of 5½ lakhs is correct. But it must be admitted that it would be a very large expenditure which would have to be incurred. But it would be an insurance which we would have against famine and against increasing poverty in every direction. My Lord, those who have had any occasion to deal practically with industries know how difficult it is to get our work done intelligently with the kind of materials which we have got. These are matters in regard to which there can be no difference of opinion, and I am not going to waste the time of the Council on that point. My contention is that with the statements issued by the highest administrators from time to time a sufficient case has been made out for not a mere expansion at the present rate but for appointment of a Committee for drawing up a programme which will aim at the eventual establishment in the country of a system of primary education which will carry education home to every person who is of a school-going age. It is said that we are already spending so much on education. Well in England, the richest country in the world, where there is so much of private munificence, out of 88½ millions of the Government revenue, 17½ millions sterling are spent by the Department of Education, Science and Art. Here, out of 75½ millions sterling, what is spent is £1,892,000. Well the related proportions are there. India is a poor country, and if there is any country in which there is greater need for this kind of education, it is India. My Lord, I only ask to follow in the footsteps of that great country which has served as our ideal and on which all our hopes and our aspirations depend and hope that with the very modest request that my friend, the Hon'ble Mr. Gokhale, has made the Government will find itself in accordance."

The Hon'ble Mr. Quin said:—

"I have listened with the deepest interest and with no small amount of pleasure to the eloquent remarks with which my Hon'ble friend Mr. Gokhale has introduced the resolution which stands in his name.

"I rise now to oppose this resolution, and I do this with a very real sense of regret due to the fact that it would give me much pleasure if I were able to convince myself that the stage of educational development at which this country has arrived is a stage at which it would be feasible and desirable to take the great step in advance which has been so enthusiastically advocated by the Hon'ble mover.

"But I find myself altogether unable to attain to such a conviction. Indeed, the more I reflect on the question and the more I become acquainted with the views of others who have studied it, the more clear does it become to me that India is not yet ripe for compulsory education, and that to make a premature attempt at its introduction would be to run a serious risk of throwing back instead of carrying forward the cause with which we are all, I imagine, in sympathy, the great cause of popular education.

"The question brought forward by Mr. Gokhale raises a large number of issues, and this being so it is obviously impossible for any of us in the time at our disposal to

comment on the whole of the case set up by the Hon'ble mover. I will therefore confine myself to an attempt to explain to the Council the present position of primary education in Bombay—the province of which I have the honour to be the official representative on this Council—and to show what are the real requirements of the situation—requirements among which we do not include either the introduction of compulsion or the abolition of our fees.

"I will begin with a statement regarding the number of pupils receiving instruction. The Council are aware that the proportion of children of school-going age to the total population is usually taken at 15 per cent. Well in Bombay I see from the figures for 1908-1909 that about 5 per cent. of the male population and about 1 per cent. of the female population were attending some educational institution or another during that year. In other words, that 66 per cent. of the boys and over 90 per cent. of the girls of school-going age were not attending school at all.

"For this state of affairs I think three main causes may be assigned:—

(1) the economic conditions of the country, which render it almost impossible for parents to omit to take advantage of the wage-earning power of their children;
(2) the apathy of those large sections of the population to whom education is not a necessity for earning their living and who have not yet come to recognise its value; and
(3) the inability of Government through lack of funds to bring education within easy reach of the whole of the population.

"The economic difficulty is so obvious and so natural that it needs no explanation, and a very long time will, I fear, elapse before the illiterate and impecunious peasant or labourer will be content to accept the education of his children as an adequate and satisfactory set-off against the wages which they might have earned to aid him in supporting his family.

"As regards the feelings with which the people look on education, I think it is necessary in the first instance to recognise that we have to deal with two distinct classes of persons.

"There is on the one hand the class which has come to know the value which education has in their daily life and to desire instruction for their children and to be willing to pay for it. Their number is large, and they are becoming more and more insistent in their demands for school facilities, a fact to which I shall have to make further reference later.

"But on the other hand we have also the vastly larger class, the real masses of the people, to whom education is but a name, who require no learning of any sort to enable them to earn their livelihood as their fathers earned theirs before them, and whose attitude towards education is that of apathy if not of more or less open obstruction.

"I should like briefly to illustrate this by mentioning one or two concrete manifestations of it in the Bombay Presidency.

"The figures of school attendance in the Southern Division show that only 3 per cent. of the children at school belong to the classes to whom education is offered free, while in the Northern and Central Divisions the Koli, the Dhed, the poor Muhammadan and the more penurious of the Kumbi cultivators decline to send their children to school in any considerable numbers, although free education would be given to the extent of at least 30 per cent. of the number under tuition.

"So much for their apathy.

"That they do not always confine themselves to strictly passive resistance is shown by the fact that when during the current year the officers of the Bombay Education Department were taking measures for opening a large number of new schools, the villagers in some places refused positively to allow any house to be lent or rented for a school on the ground that if a school were once set up they would be constantly harassed by all sorts of officers to send their children to it.

"Comment on this would be superfluous.

"I come now to the third main cause of the paucity of attendance at school, and a few figures will show at once how the matter stands.

"In the Bombay Presidency there are over 25,000 towns and villages. Only 7,645 of them have a public school of any kind. In 18,000 villages there is no public school at all, which means practically that in 70 per cent. of the villages of the Bombay Presidency no parents, however much they desire instruction for their children, can send them to a public school for the good and sufficient reason that there is no such school within reach to which to send them.

"Nor is it only small villages which thus suffer from lack of facilities. In the Northern Division there are over 700 villages with a population of more than 500 each which have no school. The Belgaum District of the Southern Division has 257 schoolless villages with a population of over 500 each, but perhaps the worst point is reached in West Khandesh, where only 118 villages out of 1,187, less than 10 per cent., have been provided with a school.

"The reason for this scarcity of schools is of course lack of funds. A determined effort is now being made to improve matters in this respect, and the Bombay Government, whose educational expenditure has more than doubled during the last five years, are this year finding funds for the opening of 573 new schools and have set aside a large sum for the improvement of the pay of teachers—an absolutely essential reform.

"There are many persons, I believe, and it is plain that the Hon'ble Mr. Dadabhoy is amongst them, who hold that the paucity of attendance at primary schools is to some considerable extent accounted for by the fact that instruction has to be paid for.

"This point has been fully dealt with by previous official speakers, and I can fully confirm Mr. Orange's statement that there is a practically unanimous consensus of opinion among those officers of the Educational and Revenue Departments, who have been specially consulted in this matter, that the fees are light and are not in practice a deterrent, and further that if the fees were abolished the increase in the attendance would be small, not exceeding 15 per cent., which shows conclusively that it is not the fees which stand in the way of increased attendance.

"From the consideration which I have mentioned and from what has fallen from the Hon'ble Mr. Chitnavis, it seems to me clear that compulsory education would be extremely unpopular with the masses, and also that a rapid advance from the present situation, when only 3 per cent. of the population are being educated, to universal education would be a very serious, almost indeed a revolutionary, movement. I cannot now discuss these points fully, but I should like just in passing to point out to the Council that the introduction of compulsory education before the country is ripe for it would mean in the first place a long drawn out struggle against deep-seated popular prejudices, an unavoidable waste of public money, and very considerable unproductive expenditure of administrative effort which would be required to make compulsion effective.

"In a matter which can only be carried out satisfactorily with the co-operation of the people we should be working almost entirely without that co-operation, and we should be giving opportunities for both social and political friction which, it may well be hoped, would be escaped if we waited until, in the fulness of time, we are backed up by a strong public opinion arising from very much greater appreciation of the value of education than is at present to be found among the lower and poorer classes in this country.

"But it seems to me, also, that the necessity for the immediate introduction of a scheme for gratuitous and compulsory education has not been demonstrated. I hope I have made it clear from the figures I have cited that in the Bombay Presidency at all events there still exist a very large number of areas in which for lack of funds no educational facilities have yet been provided. With the opening of new schools we shall tap sources hitherto untouched and we can look for a very real spread of education through the ordinary working of our present system.

"Nor indeed would much persuasion be necessary. There is very good reason to believe that if the schools and the teachers could be provided forthwith, we could immediately add 100,000 to the number of pupils in the Bombay Presidency. There is distinct evidence to show that on the part of certain of the upper and middle classes of the population there is a sincere and an increasing desire to obtain facilities for the education of their children, and it is indisputable that the opening of *new* schools will be followed closely by a substantial increase in the number of scholars. The classes referred to, however, are not those which form the great mass of the people, and the existence of an increasing appreciation of the value of education to which I now refer is in no way inconsistent with the almost entire absence of such appreciation among the real masses. There can, however, I think, be little doubt that for many years to come we can continue—if funds are obtainable—to raise very largely the number of pupils in our schools without invoking the aid of compulsion or giving up the revenue which is derived from fees.

"I am myself of opinion that when you can go on largely increasing your school attendance, without compulsion, and without a sacrifice of revenue; when you can raise it, probably, faster than you can find funds for the increased numbers, by means which do not require the introduction of an entirely new principle—a principle revolutionary in its working, and probably incomprehensible and therefore a cause of suspicion to the great majority of the people whom it would affect—then, I say, it is more prudent, more statesmanlike and more really efficacious to postpone compulsion and to continue to work by persuasion and the provision of increased facilities.

"I am of course aware that the Hon'ble Mr. Gokhale's resolution asks us to recommend only a beginning in the direction of compulsory education, and he suggests that arrangements should be made to throw the responsibility for and the odium of the measure on to the municipal or other local authorities. About this I can only say that in my opinion the scheme will not work. In the first place the Boards do not appreciate the necessity of education, and they would object to saddling themselves with the additional cost—the more so that they are already complaining of the heavy burden of school expenditure. Secondly, it would not in my opinion be possible to transfer from

the shoulders of Government the odium which would be aroused by the measure, because the mass of the people would always decline to believe that the Boards were acting independently of Government.

"And lastly it seems to me that the piecemeal introduction of the system would intensify the unfairness which already exists as a result of the smallness of the number of existing schools and of their uneven distribution. Hundreds of thousands of individuals are now contributing to the local educational cess for the education of whose children no facilities whatever have been provided, and the inevitable result of Mr. Gokhale's scheme would be that additional public funds would be expended on increasing the facilities which already exist and are availed of largely by the well-to-do, thus leaving less money for providing in other places facilities which are not now in existence but which are urgently required by the poor villagers and which must be supplied if justice is to be done to all cess-payers.

"I have left myself no time to touch on the financial aspect of the scheme, which is of course of the very first importance, and I must leave that for other speakers with this remark only that on the present basis of provincial finance the cost of free and compulsory education would be entirely prohibitive.

"There is now one other matter of considerable interest to which I desire to allude.

"Mr. Orange has told us of the Committee in Bombay City in 1906. He read out two of the resolutions they passed, but I should like to go further and to now read to the Council the conclusions at which the Committee, with one dissentient and one absentee, finally arrived and which they have embodied in their report:

'On the understanding that the first proposition of the Hon'ble Mr. Selby was limited to the City, it was agreed to by all except the Hon'ble Mr. Setalvad. The Committee consider that the present backward state of education among the bulk of the Hindu and Muhammadan population of the City renders it undesirable that compulsory education should be introduced. They feel that it would involve numberless prosecutions and cause endless friction between Government and the people. They consider that there exists now a strong desire on the part of parents to give some degree of education to their children and a willingness to pay the fees at present demanded. Further, they believe that the large number of children shown as not attending school is mainly due to want of school accommodation. They therefore hold that compulsory education is at the present time neither necessary nor desirable.

'The second proposition was passed unanimously, the Committee being satisfied that the fees charged are so low as to be easily paid. They also believe that the majority of parents prefer that some fee should be levied.'

"I leave these findings as they are, without comment, for the consideration of the Council, and I only venture to suggest this further reflection, that if the City of Bombay is not yet ripe for compulsory education, where is the city or the town in India in which the proposed system can safely be given a trial?

"And now I will not detain the Council any longer.

"I have the fullest sympathy with the Hon'ble Mover as to the object of his proposals, and I am not ashamed to admit that I find something attractive in his idealism even when it verges on the impatient. But between impatient idealism and practical administration there is a great gulf fixed.

"In this case, I feel it is impossible that that gulf should be bridged, and I must therefore vote against the resolution of my Hon'ble friend."

The Hon'ble Pandit Madan Mohan Malaviya said:—

"My Lord, the resolution which has been submitted to the Council has been so clearly explained by the Hon'ble Member who has moved it that it comes to me somewhat as a surprise that the time and object of it should be at all misunderstood. If my friend had begun by saying that compulsion should be introduced today, I could have understood several of the objections which have been urged against the proposal. But Mr. Gokhale has taken great care—the Council will perhaps agree with me in saying that he has taken the greatest possible care—to explain all the practical aspects of the question; he has pointed out that his scheme aims at making compulsion general throughout the country in a period extending over twenty years he has himself explained that it is impossible, even if we want to do so, to introduce compulsion all over the country at once; he has only urged that a beginning should be made in select areas which should satisfy certain definite conditions, and that the system should be gradually extended. Not only that, but he has urged that even before such a small beginning as he has proposed is actually made, there should be a Commission appointed to work out the details and to prepare a complete scheme. That being so, I submit that the objections which have been urged on the ground that no definite scheme has been suggested must fall to the ground. There is one objection, however, which goes to the root of the matter, and which deserves, therefore, greater consideration. It has been urged that the country is not ripe for compulsory education. No country will ever be ripe for compulsory education unless and until those who are entrusted with its government feel an earnest and active desire to introduce such education. The Hon'ble Mr. Quin has told us that the proper stage has not been reached when compulsion could be introduced. I submit that every country that has emerged from the state of primitive barbarism is fit for a measure of compulsory education. A country like this, where learning has from the earliest times been deeply appreciated, is most undoubtedly and pre-eminently fit for it. Our present administrators have found this country ripe enough for the most advanced measures of reform in the Civil Administration, in the Army Administration, in the matter of the

extension and improvement of railways, telegraphs and post offices, in matters affecting public health and sanitation. The element of compulsion has been introduced and is at work in various forms and ways. Vaccination has been compulsory for a long time. And yet it is said that the country is not ripe for the gentle and humane measure of compulsory education, which will seek to rescue the people from the darkness of ignorance, and from its evil concomitants, poverty, misery and crime! My Lord, many of the remarks which have been made against the resolution betray a lack of appreciation of the need and value of compulsory education and of the duty of the State in regard to it. It seems it is thought by some people that is merely a luxury that it is proposed to secure to the people by making it sure that they shall receive a little elementary education. That is certainly not the correct view. Speaking in 1847 in the House of Commons on the question of education, and adding force to his own weighty words by quoting the authority of Adam Smith, Macaulay pointed out, in language which applies to all ctimes and to all countries, the true function of the State in the matter of the education of the mass of the people. Said he:—

'The education of the poor, he (Adam Smith) says, is a matter which deeply concerns the commonwealth Just as the magistrate ought to interfere for the purpose of preventing the leprosy from spreading among the people, he ought to interfere for the purpose of stopping the progress of the moral distempers which are inseparable from ignorance. Nor can this duty be neglected without danger to the public peace. If you leave the multitude uninstructed, there is serious risk that religious animosities may produce the most dreadful disorders.

"Speaking a few years ago with special reference to the conditions which prevail in India, Your Excellency's brilliant predecessor in office gave emphatic expression to the same view in the remarkable words which have already been quoted by my friend Mr. Dadabhoy. Never did Lord Curzon utter a greater truth than when he said that the greatest danger in India is the ignorance of the people; that that is the source of suspicion, superstitious outbursts and crime; and that knowledge is the only antidote to it. Looking therefore at the question from the purely administrative point of view, it is clearly the interest as well as the duty of the Government to promote knowledge and to remove the ignorance of the people.

"This is the administrative aspect of the question. There are other and higher aspects, *viz.*, the moral and the economic. And first with regard to the latter. As a great Professor of Germany has pointed out, 'general education is the foundation and necessary antecedent of increased economic activity in all branches of national production, in agriculture, small industries, manufactures and commerce; that the ever-increasing differentiation of special and technical education, made necessary by the continual division of labour, must be based upon a general popular education, and cannot be successful without it.' England was roused to recognise this truth some time about 1870. She saw that several countries of Europe were rapidly increasing their manufactures, and she instituted an inquiry to ascertain the causes thereof. The Report of Mr. Samuelson's Committee on Scientific Education said that 'nearly every witness speaks of the extraordinarily rapid progress of continental nations in manufactures, and attributes that rapidity, beside other causes, to the scientific training of the proprietors and managers in France, Switzerland, Belgium and Germany, and to the elementary instruction which is universal amongst the working population of Germany and Switzerland.' In 1870, England passed its great Education Act, which, for the first time, introduced the element of compulsion in education, and laid the foundation of universal education there. The moral advantages of education are so obvious that they need not be dilated upon. It is enough to say that there is hardly any civilised country now which has not made primary education universal among its people and few which have not made it compulsory. And they have all richly benefited by it.

"The position of this country is in this matter peculiarly unfortunate. Happily for us the Government of India have for the last half century recognised that it is their duty to impart general elementary education to the masses. I do not think there is another country in which there will be found such a series of utterances made by the Government in favour of the extension of elementary education among the masses as are to be found in this country. My friend Mr. Gokhale has referred to the despatch of 1854; he has also referred to what was said in the Education Commission's Report. In the despatch the Government recognised it to be one of its most sacred duties to be the means, as far as it lay in its power, of conferring upon the natives of India those vast moral and material blessings which flow from the diffusion of general knowledge, and it particularly laid stress upon useful and practical knowledge being conveyed to the great mass of the people. In appointing the Education Commission the Government of India said that the object of the inquiry should be the then existing state of elementary education throughout the Empire, and the means by which it could everywhere be extended and improved. Then, my Lord, the Education Commission recommended that, while every branch of education could justly claim the fostering care of the State, it was desirable, in the existing circumstances of the country, to declare the elementary education of the masses, its provision, extension and improvement, to be that part of the educational system to which the strenuous efforts of the State should be directed in a still larger measure than had been done till then. Subsequently, in reviewing the progress of education every five years, the Secretary of State

and the Government of India have repeatedly laid stress on the desirability of extending education among the masses. Speaking in 1904 in this very Council, Your Excellency's predecessor said, with regard to the question of education in India, that he agreed with those Hon'ble Members who had been urging that educational reform in India was mainly a matter of money. The principle that it was the duty of the Government to secure elementary education to the mass of the people was not questioned.

"Two years later the Hon'ble Sir Edward Baker, speaking as the Financial Secretary of the Government of India, said:—

'The extension of primary education and the making of it free, are objects worthy of a foremost place in our policy * * *. I am greatly interested in Mr. Gokhale's proposal for making primary education free, with the intention of ultimately making it compulsory.'

"The Government of India were pleased to issue a letter to the Local Governments in 1907 which clearly showed that they were prepared to make primary education free with a view to making it compulsory. It was stated in that letter that if the Government of India had never stated in so many words that it was their aim to provide universal primary education, all their declarations had tended in that direction. But, as a matter of fact, as Sir Frederic Lely has said in his books, the Government is committed to universal education. It was thought hitherto that it was the want of funds alone which stood in the way of primary education being made universal. High hopes were naturally raised among the people when the statement to which reference has already been made by more than one speaker was made by Sir Edward Baker in 1908 that a good beginning would be made by making primary education free. Those hopes have unfortunately not been fulfilled. And, my Lord, by moving the resolution which he has brought before the Council, my friend has only sought to remind the Government of the wisdom and the necessity of carrying out the policy which the Government have, during all these decades, declared it to be their duty to carry out, and which they expressed their intention so recently as 1908 to carry out. Can there be any doubt as to the necessity for such a reminder? Let us see what the position is. Notwithstanding these numerous and very satisfactory expressions of opinion in favour of the extension of primary education, the progress of that education has, it is admitted, been sadly slow; and, my Lord, in the meantime other countries have made immense progress in education and built up their prosperity upon its foundation. Japan started work in 1871; education is universal there now. Japan was spending in 1902 nearly 5 crores a year on primary education, which is the largest figure which my friend Mr. Gokhale says would be necessary if education is made compulsory throughout India. My Lord, the striking progress made by that country and by other countries—by Germany, America, France and Switzerland, and other countries—ceaselessly remind us of the eloquent truth that the position of the general masses of the people can undoubtedly be immensely improved by a sound system of compulsory and free education. How long then, my Lord, is this country to wait for such education? If the revenues of the country were not amply sufficient to meet the cost of such education, if they had not been growing, there might be some excuse for postponing action. But my Hon'ble friend has pointed out that the revenue has been growing; that in other departments expenditure also has been growing by leaps and bounds; that the Army has received eight crores more; the general administration has received a great deal; that in telegraphs, railways and post offices there has been a steadily growing increase in expenditure. This is the one department—the Department of Education—which has been most unfortunate, which has received the smallest attention and support. And we strongly feel that unless the proposal which has been brought forward by my friend before the Council is accepted, there will be little chance of adequate support being given to Education even in the future. It may be that some of the proposals put forward by my Hon'ble friend may not be quite satisfactory. My friend does not claim perfection for his proposals; he has put them forward tentatively for consideration. And if the Commission which Mr. Gokhale has asked for is appointed, it will discuss the whole question; it will go into all the necessary practical details, and prepare and submit a scheme which when worked out will, in the course of a few years, secure the first great benefit which every civilized Government which has established peace ought to secure to its people, *viz.*, the light and life of knowledge. The need for it is imperative. At the present moment, out of every five villages, four are without a school. Your Lordship was pleased to say two years ago that 'our land-revenue tells a tale of increasing wealth to great proprietors, but still more, I hope, of abundance of the necessaries of life to the small tiller of the soil,' and Your Lordship was pleased to add: 'he is the man we must strive to help. He is to a great extent the backbone of the population of India. On his welfare depends much of the happiness and contentment of the people.' Your Lordship's predecessor also spoke in similar language a few years before when he said:—

'Who are the people of whom I speak? They are the patient, humble millions toiling at the well and at the plough, knowing little of budgets but very painfully aware of the narrow margin between sufficiency and indigence. It is to them that my heart goes out. They are the real backbone of our economic prosperity. They give us nearly 20 millions sterling per annum in land-revenue alone or about one-fourth of our entire receipts.'

"It is for those tillers of the soil, those who toil at the well and at the plough, those who contribute such enormous sums to the revenues of Government, that I implore Your Lordship's Government to find some further sums of money for education than is found at present. I submit their condition is deplorable. They are still steeped in ignorance. They are most of them miserably poor. They fall easy victims to plague and other diseases because they live in insanitary surroundings; they fall victims to the machinations of the money-lender, of the petty official, of the zamindar's agent, and others because they have not received education. They spend more than their means would permit on festive occasions because they have not been taught to cultivate prudence and economy. But they are not wholly to blame for this state of affairs, as Sir Mountstuart Elphinstone said nearly three-quarters of a century ago,—

'It is now well understood that in all countries the happiness of the poor depends in a great measure on their education. It is by means of it alone that they can acquire those habits of prudence and self-respect from which all other good qualities spring; and if ever there was a country where such habits are required, it is this. We have all often heard of the ills of early marriages and overflowing population; of the savings of a life squandered on some occasions of festivity; of the helplessness of the raiyats, which renders them a prey to money-lenders; of their indifference to good clothes or houses, which has been urged on some occasions as an argument against lowering the public demands on them; and finally of the vanity of all laws to protect them, when no individual can be found who has spirit enough to take advantage of those enacted in their favour; there is but one remedy for all this, which is education.'

"It is high time that the Government extended the benefits of education to these humble people. Far be it from me to ignore what has been done by the Government in the matter of education. I feel thankful for every school that has been started or assisted, and for every facility which has been provided for education. But what has been done is extremely small compared to what remains and requires to be done; compared also with what has been done with highly beneficial results in other countries. The revenues contributed by the humble millions of India have, no doubt, been largely applied to promote civilisation of a certain kind. We have got a network of railways spread over the country; we have got telegraphs and post offices. We have got a large and costly army, and other paraphernalia of civilization. But that does not altogether constitute what deserves to be called civilization. 'What then is civilization,' to quote the words of Mathew Arnold, 'which some people seem to conceive as if it meant railroads and the penny-post, and little more; but which is really so complex and vast a matter that a great spiritual power, like literature, is a part of it, and a part only?' 'Civilization,' answers the learned Professor, 'is the humanization of man in society. Man is civilized when the whole body of the society comes to live with a life worthy to be called *human*, and corresponding to man's true aspirations and powers.'

"Now, my Lord, no one will deny that the mass of the people have derived some benefit from the railway, the penny-post and the telegraph, etc. But I beg Your Lordship, I beg every member of this Council, to consider whether the vast bulk of the people, the humble millions, who live under the guardianship of His Majesty's Government, and who contribute so largely to the revenues of that Government, have received anything like a fair share of that civilisation to which, living under one of the most enlightened Governments, they are entitled; to consider whether the great bulk of them have come to live with a life worthy to be called human? No one who has a knowledge of their condition will say that they have, and I pray that in order that the chance of their receiving it in the future should be reasonably improved, steps should be taken without delay to secure to them the inestimable advantage of that prime factor in humanizing man in society, the blessed light of knowledge.

"There can be no doubt, my Lord, that large sums will be needed for the purpose. That has always been recognised. But that affords no excuse for putting off a measure of reform which so vitally affects the weal and woe of vast millions of human beings in this country. I cannot better answer the objection of those who oppose the resolution on the score of the large expense which it involves, than by reminding them of the statesmanlike words of wisdom with which the authors of the Educational despatch of 1854 concluded that noble document. Said the Hon'ble the Directors:—

'We are fully aware that the measures we have now adopted will involve in the end a much larger expenditure upon education from the revenues of India or, in other words, from the taxation of the people of India, than is at present so applied. We are convinced with Sir Thomas Munro, in words used many years since, that any expense which may be incurred for this object will be amply repaid by the improvement of the country; for the general diffusion of knowledge is inseparably followed by more orderly habits, by increasing industry, by a taste for the comforts of life, by exertion to acquire them, and by the growing prosperity of the people.'

"I hope, my Lord, that the Council will be able to accept the resolution to have a Commission appointed to go into the whole question of free and compulsory education, and to report how a beginning may be made which may lead ultimately to universal primary education. The question cannot be pressed too earnestly on the attention of the Government. Among the many problems of Indian administration there is none which more vitally affects the happiness and prosperity, the entire moral and material progress, of the people. As Lord Morley once observed, 'questions of national education, answer them as we will, touch the moral life and death of nations.' Upon the solution of this question depends the moral life and death of vast millions of the people of India. Let

us hope and pray that we shall solve it correctly. I beg heartily to support the resolution."

The Hon'ble MR. ABDUL MAJID said:—

"My Lord, the resolution brought forward by my friend the Hon'ble Mr. Gokhale is a very important one no doubt. But, my Lord, before this Council decides one way or the other about this resolution, we have to see and judge sides of the question. It looks very good so far as principle is concerned. On principle it is a very good thing that there should be free and compulsory education; but the difficulty comes in when we come to look to the practical side of the question. India is neither England nor Japan. In India we have not only one sect, not only one religion, but a congregation of religions, sects and creeds. Assuming for the moment that elementary education is to be made free and compulsory, the first question which arises, and that first question will I submit come to the mind of everybody present here, is how will that education be assimilated to the needs of different creeds, religions and castes? As an instance I will submit for the consideration of this Council this fact, that so far as Muhammadans in this country are concerned,—I am speaking of my own Province,—a Muhammadan boy, the first elementary education that he receives is that in a private school, an elementary education by which he is taught the Koran; and at the same time he is taught some works in Urdu which teach him moral and religious precepts. After he has finished this course, then he takes other subjects like English, etc. Now consider for one moment, that if this education is made compulsory, and that boy who is receiving that moral and religious training in these private schools has to attend a public school, what will be the result? The result will be that the moral and religious training which is given to a Muhammmadan boy at the outset will be lost to him. I submit that any free education in this country which is not assimilated to the needs of every community and every sect will be a failure. Take the case of an agriculturist. What elementary education will you give him? If you give him elementary education, the result of which will be to make him a gentleman, but not a good agriculturist. That will be an injury to the country itself. Then coming to the second portion of the Hon'ble mover's resolution—the portion that education should be made compulsory. Now let us consider this also from the practical point of view. Take the case of an agriculturist, or take the case of a trader, a poor trader who simply lives on the toils of his family and on his own toils. If you make education compulsory and remove his children or boys from his custody and send them to school, it will mean so much loss to him and also consequent loss of bread to that family. In like manner the agriculturist in whose family also these children are additional hands will also suffer in the same way. If you want to make education compulsory, if you want to make provision for such education, you must make provision also to provide for those boys whom you remove from the custody of their parents and those in whose custody they are. Then the most difficult question is the question of finance. My friend the Hon'ble Mr. Gokhale has pointed out certain items which should be spent in providing free and compulsory education. Of course that is for the Government to say, whether the Government will be able to provide these sums and will provide them for compulsory education. I am afraid that the only recourse that the Government would have would be a recourse to taxation and nothing else. We find that this year Government had recourse to taxation. If this education matter is pressed forward, the result will be that an education tax will be levied on the people. Will the poor people be able to pay? They are not in a condition to pay. They are unwilling to pay. And then my Lord, consider this matter also, I say this Council should consider this matter also, that you will have to spend not only money, my Lord, to provide for education, you will have to provide accommodation also for the schools and other places where you will have to incur in providing all these things. Another difficult question, and probably that difficult question will be followed only by those gentlemen in this Council who have studied it thoroughly, and it is this, that if you educate a common man, what is the result? He considers that he stands a little bit higher than his fellow-countrymen. He will consider himself that he has a higher position, that he is entitled to more wages, that he is entitled to much better treatment, to higher treatment, and the result will be that supposing we wanted such a man to be employed, he will ask you higher wages. Labour will go dear. Labour is already going dearer. If the whole of India is educated, I do not know what the result will be; it will be beyond my comprehension. But, at the same time, as my learned friend's object is simply this, and nothing further, that he wants a beginning to be made, that he does not want that any sudden steps should be taken in this matter, I for one do not oppose this proposal of his, that an enquiry should be made by a Commission appointed by the Government, because if such enquiry be made, then all these matters will be brought to notice, and by such enquiry those people who are clamouring for free and compulsory education in this country, they will be satisfied because in this enquiry all these matters, all these difficulties will come out. And if those who sit on the Commission, if they can provide safeguards, so much the better. If they cannot provide such safeguards, then I submit, my Lord, that even then such an enquiry will produce some results. With these words, I agree with my friend the Hon'ble Mr. Gokhale in so far as the question of the appointment of a Commission for

enquiry is concerned; but as regards the question of compulsory education, I am entirely against him."

The Hon'ble MR. MACPHERSON said:—

"My Lord, I have been asked by the Hon'ble Raja Partab Singh to read an English translation of an Urdu speech which he has prepared in connection with this resolution. But as there is no provision in the rules of business as to the discussion of matters of public interest similar to that in the Legislative rules enabling one member to read a speech for another, I do not know whether I should be in order in complying with his request. I therefore submit the point for your Excellency's ruling."

His Excellency THE PRESIDENT said:—

"In the absence of any provision in the Rules for the discussion of Resolutions, similar to that in the Legislative Rules, enabling one member to speak on behalf of another who is unable to speak in English, it does not seem right to allow another member to read an English translation of the Hon'ble Raja Pratab Singh's speech. But in the special circumstances of the case the Hon'ble member's translation of his speech may, I think, be taken as read, and published as part of today's proceedings."

The following are the remarks of the Hon'ble RAJA PARTAB BAHADUR SINGH:—

"My Lord, in supporting the resolution moved by my Hon'ble friend Mr. Gokhale, I wish to point out that every civilised country in Europe and America now fully recognises the duty of imparting free primary education to its children of both sexes. In Asia, Japan has achieved it. With the coming in of the new régime the semi-Asiatic Empire of Turkey has begun to take steps to follow the lead of other civilised countries. Free and compulsory primary education, I am told, has been put by the Committee of Union and Progress in the fore-front of their programme of reforms.

"In this country the question has not been entirely neglected. For the last fifty years the question has been before the Government in some sort of way. The Education Commission of 1882 recommended this measure to the Government. As a result of the work done by the Government in this connection about 36 lakhs of boys of school-going age are now receiving some kind of education. But we are yet very backward. The number of literate persons in our country according to the last Census Report is only about 10 per cent. of the male population, while among women only about 7 in a thousand can read and write. For progress in this age of competition it is absolutely necessary that this waste of material should not be any more allowed, for unless the individual is better qualified the progress of the nation cannot be secured.

"My Hon'ble friend very justly urges that primary education should be made free and compulsory. In undertaking this measure the Government will be following the traditions of this land. Both under the Hindu régime and in the time of the Muhammadans, education, both primary and of the higher type, was given free to the people. The history of Hindu India is not fully known, but tradition is fondly cherished of the great days of Vikramaditya and Bhoje, when education was so universally diffused that even the labourer in the field could appreciate the subtleties of Sanskrit prosody. Leaving aside Ancient India, in our own times the enlightened ruler of Baroda has introduced compulsory primary education for both the sexes in his State. And, surely, British India is not to lag behind a Native State.

"It would be waste of time in a Council like this to enlarge on the manifold advantages of this measure. That it would tend to promote the progress of the country in all the various departments of life cannot be for a moment questioned. The only question which is relevant here is whether the Government can afford the money necessary for the effectual carrying out of this measure. Of course to carry out the measure fully a large sum of money would be required. But looking into this question closely I find that after all the money needed is not so very large considering the resources of the Government. The expenditure on some of the great spending departments of the State has been growing enormously of late. A small check may be put on these and the money thus set free utilized for this purpose. Besides, the expense might be made gradually and be spread over a number of years. In fact so vast an undertaking could hardly be taken up all at once.

"My Lord, India at one time was a self-contained country almost entirely unaffected by what went on outside. But all this has changed. The progress of modern civilization has made this now impossible. Our country has entered the arena of world competition. Discoveries made in an obscure laboratory in Germany or America change the conditions of our life not merely in our large towns but even in the most distant villages. What chance have we of any success in this ever-increasing and unceasing strife of life under modern conditions without adequate provision and the full equipment of the intellectual capacities of the individual? It is fortunate that the destinies of this country are bound up with those of England at this juncture. The English people have benefited so much by education that the importance and urgency of primary education need not to be argued with their representatives in this country. Let us hope that what has done so much good to the English people will not be withheld from the people of India."

The Hon'ble MR. MAZHARUL HAQUE said:—

"My Lord, the question of primary education is of such vital importance to the future of India that all other questions pale into insignificance before it. My Hon'ble friend Mr. Gokhale has in his own inimitable and eloquent style dealt with it from the national point of view. His masterly array of figures, his brilliant marshalling of facts, his close and sound reasoning, it is impossible to improve upon, and I do not intend to weary this Council with a repetition of the same arguments; but as a representative specially elected by the Muhammadans I should like to say a few words from the Muhammadan point of view, and especially after the speech of my Hon'ble friend Mr. Abdul Majid.

"My Lord, readers of Islamic history are familiar with the fact that from the earliest time the followers of Islam were renowned for their love of learning. They rivalled and excelled each other in being patrons and founders of Universities and Colleges and endowed them with rich and munificent donations. Numerous sayings of the Prophet inculcating and emphasizing the value of knowledge, stamped the pursuit of learning with the sanction of religion. The result was that it become a pious act for every Muslim to set apart a portion of his property for the advancement of human knowledge. The great Universities of Baghdad and Cairo, Granada and Cordova were monuments of the munificence and generosity of the Musalman people. Today the oldest University in the world is one founded by Muhammadans. They carried this traditional and overmastering passion for learning to every country they went, either as conquerors, travellers or traders. In Europe they lighted the torch, which is now burning with a thousandfold effulgence and brilliancy. India had its full share of the blessings of this universal education. The Moghal Emperors were themselves great scholars and patrons of learning, and showered royal grants and jagirs upon educational institutions. Their courtiers and noblemen followed their example. Seats of learning sprang up throughout the country. Delhi, Lucknow and several other places became famous for their Universities, and students flocked to them from every part of India to complete their education. Primary education was not only not neglected, but was carried on on a much larger scale. Every village, every hamlet, had its own maktab for imparting education in the three R's. Every khankah, every mosque had its own school for educating the sons of the poorer classes. In every deed of endowment a clause was inserted to provide for the education and upkeep of indigent students. But all this is changed now, my Lord. From one of the most highly educated communities in India we have become the most backward. Every demad on our part for our full share in the administration of the country is at once met with the reply that we are a backward people and must educate ourselves. I regretfully admit that numerically we cannot compete with our brethern of other communities in point of education, but I emphatically assert, that given equal opportunities and facilities we are inferior to none and can, man to man, hold our own in all walks of life.

"My Lord, the causes of this downfall are many and varied, and it would be a useless and profitless task to enter into details. Undoubtedly we ourselves are mostly to blame for this deplorable state of things. Government had given every facility to the people of India without any distinction of caste or creed to educate themselves, but we Muhammadans refused to take advantage of it. The natural and inevitable result was that we lagged behind and were passed by others in the race of life. Other causes contributed to accelerate our fall. The poverty of Musalmans has become proverbial and is one of the chief causes, if not the chief cause, of our inability to regain lost ground. Modern India has produced earnest workers and great benefactors among the Musalmans in the field of education. Who can forget the honoured and revered name of the late Sir Syed Ahmed Khan as the pioneer of Muslim education? The rich benefactions of our present leader, His Highness the Agha Khan, are well known. But these are isolated efforts of individual patriots and cannot possibly equal the power and resources of a great State. This resolution if accepted will raise us in the scale of nations and remove from us the stigma of being a backward people.

"My Lord, Musalmans are grateful to the Hon'ble Mr. Gokhale for bringing this resolution before the Council. I firmly believe that if the principle of this resolution commend itself to the Council, the Musalmans of India would derive greater benefit from it than other communities. To a great extent it would equalise the educational qualifications of the different communities and bring them to an equal level in many other respects.

"My Lord, I fully realize the difficulties of the Hon'ble the Finance Member. The other day he had to resort to fresh taxation to make the two ends meet. His reply perhaps would be that he has no money to meet this fresh demand for expenditure. Well I admit that he has some justice on his side, but I cannot bring myself to believe that a financial genius like his cannot find out means to provide money for this urgent reform. After all it is a small sum when compared to 75 millions sterling of the budget. If I was not committing an act of financial heresy I would whisper in his ear to give us quietly the small surplus that he has budgetted for the next year. This I believe will thoroughly satisfy our friend Mr. Gokhale for the present and we shall all be very grateful to him.

"My Lord, the non-official members of this Council are in a hopeless minority and can only bring the needs and aspirations of the people to the notice of the Government, in the hope that the Government might listen to them. It rests with the Government either to accept or reject. The responsibility is not ours, but theirs. At the same time I submit that the unanimous request of the people should not be treated lightly, but should be approached with all seriousness that the subject and occasion demands. The Indian people have set their heart on providing primary education for the masses and ways and means should be found to satisfy them.

"My Lord, in some quarters I have heard fears expressed as to the consequences of universal primary education. I shall not recount the nature of these fears in this Council. They are nervous and morbid and unworthy of great people like the English people. Education can do no harm to any nation. The imparting of primary education to the masses will automatically solve some of the most pressing and intricate problems of Indian administration.

"My Lord, the peasantry of India are very ignorant, perhaps no other class of people in the world have remained so stationary and unprogressive as the large masses of the Indian people. In their avocations intelligence plays a very small part. They have never heard of modern science and blessings of its inventions. A little education will make them intelligent and more liable to accept modern improvements. They will look to their health and make their homes worth living for a human being. The fearful mortality which is caused by their ignorance of the simple laws of hygene will be greatly reduced. By using their intelligence they would make their fields more productive, their handicrafts more acceptable and saleable in the market. Where there is starvation now, there would be sufficient—if not plenty—to keep their body and soul together. In fact there would be improvements visible in all directions and throughout the country.

"My Lord, such an urgent reform is worth trying for. The money spent now, will be well spent and is sure to bring back a larger return to the treasury by reason of the general prosperity of the people.

"My Lord, I cannot imagine a grander and nobler task allotted to any man, than that of raising $\frac{1}{5}$ th of the human race in the scale of humanity and helping them to take their proper place in the comity of nations. Your Lordship has governed this country with kindness and sympathy, nor has Your Lordship ever tried to ride roughshod over the aspirations of the people. Every Indian has a corner in his heart where the name of Minto will ever be treasured in affectionate and grateful remembrance. My Lord, let the grant of this boon of free primary education to the people of India be the crowning glory of an already glorious and memorable rule."

The Hon'ble ZULFIKAR ALI KHAN said:—

"My Lord, the resolution which my friend the Hon'ble Mr. Gokhale has moved is one which is calculated to cover vast and important possibilities and cannot either be lightly dismissed or hastily accepted. It treats of that great question which is engaging the most anxious attention of both the Government and the people of India.

"This resolution aims at making primary education free and compulsory in India and is designed to enlighten the masses who have hitherto with a few exceptions followed their ancestral occupation. India's wealth as we all know consists exclusively of agricultural prosperity, for very few industries worth the name exist here; now any arrangement which would give the agricultural classes a distaste for their useful occupations would naturally affect the well-being of the entire population of India, and I am afraid that the education which is imparted in the Indian schools is calculated to upset their mental equilibrium, and awaken in them such lofty ambition for which this resolution does not provide any legitimate vent. The question spontaneously occurs whether it is wise or even expedient to make the future generation of agricultural classes discontented with their lot, and would the country flourish if they are cantankerous and despise their ancestral profession? It is a great problem and an enormous responsibility rests on us, for we are answerable to our conscience for the evils which may result from the policy of educating those classes.

"It is true that in European countries and even in Japan the system of compulsory education is in vogue, but we cannot lose sight of the fact that those countries have to a great extent become manufacturing centres and industries are given preference over agriculture; their wealth comes from exploiting other nations and they do not at all depend on agriculture as we do.

"My Lord, these are my fears concerning the effect of the resolution if it is put into operation, but I am not without hopes as well. I am sure my community is anxious that a trial should be given to this scheme, for they know that this is the only way which can help them to tide over the difficulty of poverty, and if they are to take, as they should, their legitimate share in the administration of the country, they must be made free of financial difficulties in acquiring at least primary education.

"Other sister communities will go on getting education even if it is more expensive, but the Muhammadan cannot cope even with the present educational demands, I think for many reasons it is very desirable that they be in a position to compete on terms of

equality in the race of life with other communities in India. If a Commission is appointed as suggested by the Hon'ble mover, I think some means may be devised to start education on proper lines which may counteract the evil results of the present system. I therefore support the idea of a Commission being appointed to report fully their proposals after a careful enquiry."

The Hon'ble Mr. Gokhale said:—

"My Lord, I will now say a few words by way of reply to the observations which have been made by several Members on this resolution. At the outset, I would express my thanks to the Hon'ble the Home Member for the assurance that he gave at the end of his speech that the Government would consider carefully the proposals laid by me before the Council today. I wish I could feel the same degree of satisfaction in regard to certain other parts of his speech, notably in regard to what he said about a Commission going up and down the country, inviting suggestions from all and sundry as to what should be done by Government in this matter. I must also say that I was somewhat surprised to hear that the suggestions which I have placed before the Council appeared to be altogether new to the Hon'ble Member. My Lord, when I suggested the appointment of a Commission I naturally also meant that the Government should take some interest in the matter; and if they took some interest in it, they would not start a Commission with a mere blank sheet of paper before it asking it to go up and down the country inviting suggestions. The Government would then start the Commission, as is invariably done in such cases, with definite instructions and definite questions would then be framed on which opinions would be invited from the public. As regards the statement of the Hon'ble Member that my suggestions were new, it only emphasizes what I have been insisting on in this Council for several years, namely, that education should be made over to a separate Member of this Council. Education is one of twenty other Departments with which the Hon'ble Member has to deal, and it is not to be expected that he will pursue educational matters with the same diligence and the same watchfulness with which they are pursued in other countries, notably in America, where they try to follow what is being done throughout the world every year in regard to education. If things had stood where they were left by the Hon'ble Sir Harvey Adamson, I should have thought that Government had adopted towards my resolution an attitude which was, on the whole, not unfriendly. But the remarks made by the Hon'ble Sir H. Stuart appear to me to be uncompromisingly hostile. I speak subject to correction because the Hon'ble Member had quite finished his Binomial Theorem when the bell rang and the time allowed for the examination was over. I can therefore confine myself only to what he actually said, and that portion did not sound as at all friendly to my motion. I must notice three observations that he made. The first was in connection with my humble self. I see that the Hon'ble Member has been studying some of my past utterances. That is a matter from which I should perhaps derive some satisfaction. I must say, however, that he has not been reading my speeches correctly. He has no justification for saying that I have now taken up a position which is inconsistent with the position I had taken up before. It is true that three years ago, I urged that Government should begin in this matter by making primary education free, and then proceed to make it compulsory. The aim always has been to have it free and compulsory. Three years ago I urged the abolition of fees first because Government had then plenty of money, with which they hardly knew what to do. As Government was then inclined to be favourable to that idea,—and as to that I have only to refer to the Government Resolution issued at that time to make clear what their attitude was in the matter,—I thought that was the line of least resistance. But throughout my aim has been to work steadily towards compulsion. The financial position, however, has changed. When new taxes have just been added, I cannot very well suggest to this Council that primary education should be made free straight off. I therefore have changed my tack a bit, and, instead of beginning with the abolition of fees, I ask for the introduction of the principle of compulsion, which has always been an integral part of my scheme. I do not see that there is any inconsistency in that. If the Government abolish fees today, no one will rejoice more than I. There was another observation made by the Hon'ble Member which was slightly more serious. He said that I had expressed myself in a manner that was ungenerous towards Sir Arundel Arundel about three years ago in this Council. Now, my Lord, a reference to the debates of that time will shew that his description of what I then said is not justified. What happened was this:—in March 1906 when the Budget Statement was under discussion I urged that primary education should be made free. There was a large surplus, in fact, as I have said, Government did not know what to do with their money. Sir Arundel Arundel, who was then the Home Member and therefore in charge of education, in his reply described my suggestion as a large order. He no doubt expressed the same kind of sympathy with my object that the Finance Member lavished on us while he was putting on us new taxes. He said the object was very good and the Government would keep it steadily in view as a distant peak which some day they might be able to reach, but for the present they had to crawl along the plain. Within six months, however, Government issued a Resolution practically recommending free education to Local Governments. It was not a circular letter merely asking what Local Governments thought. It was more; the whole tone of it shows that it was

practically a recommendation that was made. Of course they asked as a matter of courtesy, what the Local Governments thought of the matter, but the whole document reads as if the Government of India had made up their minds on the subject. The next year's Financial Statement contained a remark which was quoted by the Hon'ble Mr. Dadabhoy to the effect that if the Secretary of State's orders were received in the course of the year, primary education would be made free and funds would be made available. Therefore, from the position which Sir A. Arundel took in March to the position in November there was a tremendous advance. I noted that fact in March following and I used it as an argument that education should be in charge of a separate Member who would take a special interest in it, and that it should not be one of 20 other Departments over which the Home Member presided. I think the present system under which Education has to rub shoulders with Jails, Police and other Departments in charge of the Home Member, is one that is distinctly prejudicial to the interests of Education. The third point that I must notice in Sir H. Stuart's remarks is about his calculations as to the cost of my scheme. My Lord, there is a saying that the worst enemy of the good is the best. I proposed some humble advance; the Hon'ble Member straight away wants us to go to the farthest point possible and then frightens the Council by calculations based on that. He may as well have said 'if education is to be free why not adopt the system that prevails in America'? Then the cost will be 30 or even 40 crores. If you want to make a proposal look, I won't say ridiculous, but I will say queer in the eyes of people, then I have no objection to that method. But I should not have expected that from one with the sympathies which Sir H. Stuart is known to have in this matter.

"My Lord, I now come to what fell from the Hon'ble Mr. Orange in a speech to which we listened with great pleasure and sincere admiration. I have no quarrel with his position; I know his heart is practically with us in this matter, but he has to be practical and to cut his coat according to his cloth. He has to consider his resources and is strictly limited by them. One friendly warning he gave me which I am prepared to take in the spirit in which I am inclined to think it was offered, namely, that I should not complicate a consideration of this question by a reference to extraneous questions, such as railway finance, taxation of jute, etc. Now I can assure the Hon'ble Member that I did not introduce those matters in any wanton spirit. As a matter of fact unless you show that there are resources, the first difficulty that is pressed upon you is this. 'It is all very well to suggest such schemes, but where is the money to come from'? If however you suggest measures for finding the required money, you are straight way told that you are introducing extraneous matters and interfering with vested interests. There was one point in the Hon'ble Mr. Orange's speech in regard to which I throw the main responsibility on Government. The Hon'ble Member said that the great difficulty was about the provision of sufficient accommodation by local bodies. That is true. He quoted from a report of the Government of Bombay which said that 100,000 children were seeking admission but had no accommodation. But why is this so? Why have not local bodies been required to provide accommodation? I quoted this morning one of the recommendations of the Commission appointed in Lord Ripon's time. The Commission had distinctly recommended that legislation should be resorted to in order to promote the extension of primary education; by that the Commission meant that powers should be taken by Government to require local bodies to provide accommodation. That was 25 years ago, but the recommendation has been allowed to remain a dead letter. No action has so far been taken on it and now we are confronted with this difficulty. Certain objections were raised today by the Hon'ble Mr. Chitnavis and the Hon'ble Mr. Majid to the principle of compulsion. They both thought that compulsion was undesirable because if all children were sent to school it would be difficult to get labour. In answer to that I respectfully recommend to them a perusal of the debates in the House of Commons, when the Education Act of 1870 was passed; they will find them in the volumes of Hansard. Such objections have always been urged, but as I said this morning the mass of people do not live in order to supply labour to those who wish to prosper on it. I think it is the elementary right of every child that it should receive at least the rudiments of education. Mr. Majid referred to the religious difficulty; as regards that I am in sympathy with him. That is a matter for the Commission to consider, if one is appointed. Nothing of course should be done which would go against the religious prejudices of any community. As regards special taxation, well, I do not share the fears expressed. If Government take up this matter in the spirit in which I should like them to do it, I do not think there would be any necessity for special taxation. I do not think we should accept Sir H. Stuart's calculations. I do not really think that the cost will be more than 4 or 5 crores, even if education is provided for the whole of the male population; and the burden that would fall upon the State would not be very heavy. As regards the children of poorer classes becoming gentlemen, if they are educated that is an argument which I had better leave alone. My Lord, I think the whole discussion has established two things; first the necessity for an inquiry has been clearly established. There is the point to which the Hon'ble Mr. Orange has referred namely, requiring Local bodies to provide accommodation. The Hon'ble Mr. Quin has told the Council of the opposition of villagers to education, and other members have expressed other views. Even the official members are not agreed in this matter. Therefore, I think, the necessity for an inquiry

is clearly established. I may remind the Council that when the Commission of 1882 was appointed, 25 years had elapsed since the educational policy had been laid down by the Despatch of 1854, and that lapse of time was considered sufficient to justify an inquiry. Twenty-five years have again elapsed since then, and therefore, I think the time has come when Government should direct a fresh inquiry into this question. If the Government will go so far as to say they will make an inquiry into the state of primary education,—how far the policy recommended by the Commission of 1882 has been carried out and what new measures it will be desirable to take—that will substantially meet the requirements of the situation.

"My Lord, the second point that I think has been established is the absolute necessity of strengthening the position of Education among the Departments of the Government of India. Sir H. Stuart quoted from my evidence before the Decentralization Commission and referred to a superficial inconsistency. He says I advocate today that Education should be made a divided head instead of a Provincial head, but that before the Decentralization Commission I had said there should be no divided heads. That is true on the surface, but that is not fair, for you must take my scheme submitted to the Decentralization Commission as a whole. If you do so, then you will find that there need be no divided heads, for I have advocated a large measure of financial independence to Local Governments and under that scheme Local Governments will be able to find the money. But as long as the present excessive centralization continues, the Government of India must take the responsibility of finding money upon themselves so that the money should be forthcoming. If the Government of India become directly responsible for the spread of Education in the country, then I am quite sure that more money will be spent on it than at present. Under existing arrangements, if the Government of India are able to spare any money for education, they make small grants spasmodically to Local Governments for the purpose. What is needed however is a large programme constantly kept in view and steadily carried out and this can only be secured if education is a direct concern of the Government of India."

The Hon'ble Sir Harvey Adamson said:—

"My Lord, I have only a very few remarks to make in closing the debate, I am not going to be drawn by the Hon'ble Member into any discussion of his scheme on its merits. The Hon'ble Member objects to my having said that his proposals are new. I infer that he suggests that they could have been discussed and disposed of at once. His scheme is undoubtedly a new and large one. It could not have been dealt with on its merits without adequate notice.

"Then the Hon'ble Member complains that the Secretary of the Home Department assumed a hostile attitude towards the object of his scheme: Sir Harold Stuart was of course not bound as I was, and was at liberty to criticise the proposals. In my view he did not assume a hostile attitude. What, however, I do think is that he made a very effective criticism of some parts of the Hon'ble Member's proposals.

"I cannot say that I regard the debate as being a very adequate discussion of the proposals made by the Hon'ble Member. It could hardly have been so, because no one knew what the proposals were until the Hon'ble Member divulged them today, I think that the Hon'ble Member has obtained all that he could reasonably expect to obtain. He has had an opportunity of expressing his views and putting them before the Council and the Government of India, and he has obtained from the Government of India a promise that his scheme will be examined. I think he ought to be content with his promise and would be well advised to withdraw his Resolution."

The Hon'ble Mr. Gokhale:—

"Yes, my Lord, in view of the remarks which have just been made by the Hon'ble the Home Member, I am prepared to withdraw my resolution."

The resolution was withdrawn.

CALCUTTA: PRINTED BY SUPDT. GOVT. PRINTING, INDIA, 8, HASTINGS STREET.

SELECTIONS

FROM THE

RECORDS OF THE GOVERNMENT OF INDIA

HOME DEPARTMENT

No. CCCCXLV.

HOME DEPARTMENT SERIAL No. 33.

PAPERS

REGARDING THE

QUESTION OF THE ABOLITION OF FEES IN PRIMARY SCHOOLS.

Published by Authority.

CALCUTTA

SUPERINTENDENT GOVERNMENT PRINTING, INDIA